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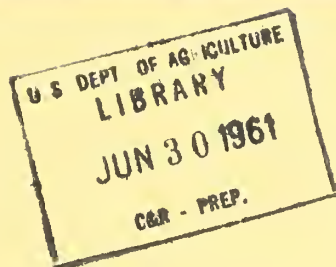
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# KEEPING PACE

## IN THE SPACE AGE



**REPORT OF THE SECOND NATIONWIDE  
CONFERENCE OF POSITION CLASSIFICATION  
OFFICERS, U.S. FOREST SERVICE AT  
THE CHIEF'S OFFICE, WASHINGTON, D.C.**

**November 17-22, 1958**



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## FOREWORD

The second Service-wide conference of Position Classification Officers, U. S. Forest Service, was held in the Washington Office, November 17 - 22, 1958. The conference theme was "Keeping Pace in the Space Age - through Open-Minded Appraisal of Evolving Issues, Approaches, and Techniques."

Representatives of field programs included Charles George, Region 1; Kenneth Neveln, Region 2, Rolland Goodell, Region 3; William West, Region 4, and Walter Mann, Intermountain Experiment Station; Warren Tracy, Region 5, and Fred Bacon, Pacific Southwest Experiment Station; Ernest Harris, Region 6, and Samuel Kistler, Pacific Northwest Experiment Station; Frank Casanova, Region 7, and Robert Eain, Northeastern Experiment Station; Kenneth Bradley and Milton Ray, Region 8, George Mullin and Ray Bell, Southeastern Experiment Station, and David Mooney, Southern Station; Harry Halvorson, Region 9, and Rupert Mulchaey, Central States Experiment Station; Helen Scudder, Region 10, and Richard Strasbaugh, Forest Products Laboratory.

Also participating in this conference were Perry Hinkelman, Mildred Rasmussen, Ralph Shull, Franklin Salzman, Joseph Logan, Lela Vaughan, David Ilch, and others of the Washington Office staff.

Six work-groups, each headed by a Classification Officer, examined issues and problems of (1) criteria for an effective classification and wage program; (2) facilitating the use of position classification as an arm of management; (3) improving position description content and decreasing paper work in classification processes; (4) assessing potential of recent developments in evaluation methods; (5) facing crucial pay problems; and (6) formulating an action program - Classification at the Cross Roads.

Dr. Richard E. McArdle, Chief, spoke to the group on the increasing importance of classification with a long-range view, in helping to meet Forest Service objectives, in a rapidly changing world. Clare Hendee, Assistant Chief for Administration, highlighted for the group some of the classification requirements and expectations associated with current program developments and trends in the Service. Lynne Correll, Director of Personnel,

suggested a high level of personal work standards and alertness to needs for changed perspective in "Looking Ahead in Personnel Management." Dr. C. Mansel Keene, Chief of the Standards Division, U. S. Civil Service Commission, Bureau of Standards and Programs, presented a challenging objective in his discussion of "Classification Standards and Evaluation Techniques in a "Space Age."

Advance planning of the workgroups was oriented toward (1) identifying major problem areas resulting from the agency's dynamic growth in a world situation of unprecedented change, and (2) planning to achieve Forest Service readiness for evolving changes in classification approach, concepts, attitude, and techniques, to meet the tempo of today's demands. A basic assumption of the conference was that classification, an arm of management, must be sensitive to such changed requirements - if it is to provide services which are sound and useful to the Forest Service. A major contribution to success of the conference was the hearty response of regions and stations to requests for suggested topics, and their participation in the advance planning and appraisal activities on which the conference presentations were based.

Special acknowledgments are due Mr. Willard H. Morris of the Civil Service Commission who, as a long-time associate of the Forest Service classifiers, has allocated our positions, studied our programs, inspected our personnel operations, and mentored our trainees - and who generously gave his time in an unscheduled question-and-answer session in our conference; to the classification clerical staff, who provided information, contact, and other support services; and to R. J. Mulchaey and Sam Kistler, who provided reproduction and editing assistance.

## BACKGROUND OF THE REPORT

This report contains a digest of the highlights of the second nationwide conference of Forest Service classification officers, which was held in Washington, D. C., November 17 - 22, 1958.

By P.M. Circular No. 58-43, April 8, 1958 (See Appendix 1), advance planning was initiated. Objectives and broad intent for the conference of top-level classification officers were outlined. A check list, containing twenty possible topics and other questions relating to the administration of the conference, was provided in the circular, and regions and stations were asked to rank their selections to show their priority of needs and interests. Write-ins were encouraged, to assure coverage of significant field problems.

More than half of the field replies recommended that all technical position classification staffs attend the conference. Because of problems in securing space for such a group, and also because of the policy-nature of the conference, decision was made that, except for one or two special situations, the Fall 1958 conference would be limited to the classification officer at each jurisdiction - defined as the person on whom the Regional Forester or the Station Director relies for classification decisions and related staff services, and whose qualifications, performance, and training have been approved by the Chief's office through formal delegated classification authority. Further determination made by the Chief's office, upon request of the members of the conference, was that a subsequent series of seminars would be planned for all technical classification personnel, with the first to be held in the Fall of 1959. These seminars would emphasize technical developments and advanced training of classifiers.

By Supplement 1 to P.M. Circular No. 58-43 (See Appendix 2), the agenda, conference assignments, and related advance requirements for the conference were established. The meeting was designated as one for top-level classification managers. Six working group topics were outlined, with suggestions as to objective, considerations, references, and advance planning for each. This circular thus became the working manual for conference members.

As the conference progressed, work-group presentations and discussions were pointed toward specific recommendations for action, based upon the considerations of the topical area being

discussed. For this reason, the report delineates each recommendation, the main points of its importance to Forest Service classification officers, action taken or to be taken on the recommendation. The report also provides Washington Office comment on those matters requiring further policy consideration or action which would thus not be subject to resolution by a vote of the conference.

Highlights of each work group topic have been organized in the form of a brief staff report: (1) the problem, (2) factors bearing on the problem, (3) discussion, (4) conclusions, and (5) recommended action, with supporting exhibit material attached as required. Washington Office Branch of Classification has attempted to provide a frame of reference, to coordinate the sometimes overlapping recommendations, and otherwise formulate an analysis and summary of the major considerations undertaken by the conference in its 1958 attempt to "Keep Pace in the Space Age - through Open-Minded Appraisal of Evolving Issues, Approaches, and Techniques."

---Perry B. Hinkelman



USDA - FOREST SERVICE  
CHIEF'S CONFERENCE OF CLASSIFICATION OFFICERS  
ASSIGNMENTS

TIME : November 17 - 22, 1958, 9:00 A.M. to 5:30 P.M. unless otherwise specified.

PLACE: Chief's Conference Room, Room 3106, South Building, Independence Avenue and Twelfth St., S.W., unless otherwise specified.

THEME: Keeping Pace in the Space Age - through Open-Minded Appraisal of Evolving Issues, Approaches, and Techniques.

GENERAL CHAIRMAN: Perry B. Hinkelman, Chief, Branch of Classification.

WORK GROUPS:

<u>Group Number</u>	<u>Group Chairman</u>	<u>Chief's Office Adviser</u>	<u>Group Members</u>
I	Kenneth Bradley	Mildred Rasmussen	Ray Bell, Robert Bain, Dave Mooney, Milton Ray, Helen Scudder
II	Charles George	Franklin Salzman	Ernest Harris, Richard Strasbaugh, William West
III	Ernest Harris	Lela Vaughan	Kenneth Bradley, Frank Casanova, Rolland Goodell
IV	Warren Tracy	Joseph Logan	Fred Bacon, Charlie George, Rolland Goodell
V-A	William West	Mildred Rasmussen Ralph Shull	Frank Casanova, Harry Halvorson, Kenneth Neveln, Warren Tracy
V-B	Fred Bacon	Mildred Rasmussen Ralph Shull	Harry Halvorson, David Ilch, Walter Mann, George Mullin
VI	Perry Hinkelman	Mildred Rasmussen Ralph Shull	Fred Bacon, Kenneth Bradley, Charlie George, Ernest Harris, Warren Tracy, William West

KEYNOTE SPEAKERS:

Dr. Richard E. McArdle, Chief, Forest Service

Mr. Clare W. Hendee, Assistant Chief for Administration

Mr. Lynne M. Correll, Director, Personnel Management Division, W. O.

Dr. C. Mansel Keene, Chief, Division of Standards, Bureau of Programs and Standards, U. S. Civil Service Commission

## ON CHANGE . . .

".....All dynamic organizations reveal a continuous process of change - adaptation, adjustment, reorganization. That is what we mean by dynamic, by being alive. We call these processes learning, development, maturation, and growth. It is equally true that all these organizations exhibit a degree of stability, constancy, or rigidity, in many aspects of their operation and structure. Often as observers we can note that this stability is very uncomfortable or even dangerous.... The natural dynamic processes of change do not occur fast enough to keep pace with the very rapidly changing conditions of our world today. "

- Ronald Lippitt, Dynamics of Planned Change, page 11.



## LOOKING AHEAD IN THE FOREST SERVICE

Dr. Richard E. McArdle, Chief

There are two reasons why I consider this meeting important. The first of these goes directly to the reason why I consider classification work important to successful administration of the Forest Service. I have made this particular statement many times. I think you already know what I am about to tell you, but I want to say it anyway.

The Forest Service is a large organization and in recent years Congress has further increased our responsibilities so we of necessity have grown even larger. We are spread out all over the country. We have many different kinds of work. In many respects our work load has become more difficult and more complex. In organizing to handle this large, widespread, complex and difficult work load, I hope I don't need to explain why it is exceedingly important to evaluate each and every position accurately in terms of responsibility and work load. "Equal pay for equal work" is more than just a catch-phrase. It goes to the very heart of good organization and stable, effective administration.

Every public agency and every large private company has a full quota of self-appointed job classification "experts." At least they think they're experts. But if every person in every supervisory position were given a free hand to exercise his talents as a classification expert, we'd have chaos in no time. "Equal pay for equal work" would have no meaning at all. Morale would be shot. People would be transferring around all over the lot seeking administrators with the most liberal ideas on classification. We don't have a perfect system as it is, but, believe me, it could be a whole lot worse.

As one of these alleged "experts" myself, I sometimes disagree with our classification people, so you see I include myself in the group I've been talking about. But I've learned to have confidence in our real classification experts. I've learned that they aren't deliberately trying to hinder me but actually are helping me keep the whole agency on an even keel. As the outfit grows bigger and more complex, I find I need this kind of help even more.

One comment about job descriptions. Administrators could make more use of these as a tool of personnel management than I think is generally true now. In this connection I sometimes hear that someone is not doing the job he is supposed to do and consequently the job isn't classified properly. This could happen, but I doubt if it happens very often. I'd be willing to bet that 99 times out of a hundred the difficulty lies not with job classification but with job supervision. The job may be rated accurately but the supervisor isn't making the person live up to the specifications. In such instances the supervisor ought to use the job description as an administrative device to show the incumbent where he is falling short.

The second reason why I think this meeting is important is simply this: I've already said that the Forest Service is big and getting bigger, that our work is getting more difficult and more complex, that we have increasing need to do a higher quality job in every line of work. With these increased responsibilities we have long since passed the stage where any one agency head can know all the answers and make all the decisions. We must cut more people in on running the Forest Service. That is why we have had national meetings of our regional engineers, our top regional grazing and timber specialists, and so on. These are the people who know most about how their particular field of work should be handled. I need their advice. I want these top specialists to exchange ideas, to figure out solutions to difficult problems that usually affect many or all regions. Such meetings will help us to avoid going one way in one region and in another direction elsewhere. It helps us to be consistent in administrative decisions. Your meeting is being held for just such purposes.

Finally, let me say that while I think ours is a good outfit, it can be still better. The world is speeding up. We can't operate at the same speed or to the same standards as did our predecessors. I want the Forest Service to keep up with the procession -- ahead of it if we can, but certainly not behind. So if at times I seem to be a bit persistent in urging us to raise our sights, to boost our standards, to do more and better work, that is why I do it. You can have a part in this effort to keep the Service out in front and I hope you'll want to take it.

## POSITION CLASSIFICATION AND THE INCREASING TEMPO OF THE FOREST SERVICE

Clare W. Hendee, Assistant Chief for Administration

The Chief is extremely pleased with the progress that has been made over the past two years in Classification - with the publication of the new Forestry Standards, Part I and II. This could not have been possible without the efforts of all of you.

Another example of real progress is the fact that as recently as five years ago positions above Grade GS-9 were coming to this office for classification approval. Now, as a result of increased delegation, the field has classification responsibility for most positions up through Grade GS-13.

But we can't rest on our laurels or stop now. The increased tempo of our many resource programs won't let us. Let me illustrate what I mean by "increased tempo." We are now cutting seven billion board feet of timber, and our goal is 10 to 11 billion board feet by 1970. There will be approximately 70 million recreation visits this year with 100 million anticipated in 1962. And even though we are now getting \$16, 000, 000 for forest research, \$35, 000, 000 is needed. As a result of new and expanding programs there has been a 29 percent increase in Forest Service employees over the past four years, giving us a total of 28, 000 people on the payroll as of June 1958.

I'm sure the point has been made --we are growing and changing and doing both at an increased tempo. I have a great deal of personal optimism about the dynamic growth and future of this great country of ours; about the contribution the Forest Service will make toward it; and about the part each of you can and will take in helping the Forest Service to fulfill its objectives.

Let me cite a specific area where your part is most important in relation to the overall scheme of things. If we are to get the total job done, we are going to have to rely to a certain extent on training our top aids and recruiting other top aids to help us. Two out of every three persons in our organization is non-professional --I use this term simply to mean that they lack some of the formal educational background. These support people - clerks and technicians and aids - are backstopping our outfit. They have important jobs, and they are important to the organization. Thus, the proper grade recognition of this segment of our

organization is highly important. Tied directly in with this is the fact that a realistic career ladder for our top aids and technicians will result in our professionals being able to delegate many of their important but less professionally demanding duties. They can then devote a greater percentage of their time to doing the full professional job. I therefore wish to commend you for the work you are doing on the Fire Control Aid and Technician standards and the Forestry Aid and Technician standards.

I'm going to be frank by telling each of you that your individual jobs are not going to get any easier. With the Forest Service moving into new fields and activating dormant fields, the competition for time will become greater. Each of you will have to strike a balance between your classification responsibilities and the rest of the personnel management picture. Classification must live close to the whole management job.

The need will increase for prompt and decisive action. Our goal must include both a better understanding by "top side" of your program and problems, and better understanding by you of all Forest Service programs. This is a big order, but I can assure you that the Chief and staff will do all they can to help.

The Forest Service has confidence that its people will recognize, meet, and solve the problems we are facing as our part in meeting the challenge of today's space age. I am confident you will take the same attitude in exploring and solving classification problems at this meeting.



## LOOKING AHEAD IN PERSONNEL MANAGEMENT

Lynne M. Correll, Director of Personnel Management

As I feel and see myself getting wired for sound (tape-recorder mike was being placed on Mr. Correll's lapel) it brings home to me how marvelous and dynamic this age is - and what lies ahead. Years ago I could have told a stale joke and subsequently you would have to use your memory to revive the joke. Usually the joke improved with age. Now, all you need do is just flick a button and there's the joke - stale as ever. It's a marvelous age.

Things are changing though - and changing fast. Clare has given us some examples in which the Forest Service has set up some ambitious goals for the next ten to fifteen years. Frankly, we'll never meet them if we don't change - if we don't lift our thinking and accelerate our decisions. Someone once said, "What man can conceive man can achieve." I believe this sincerely.

No group will be more affected and need to react more completely to these changes than will Personnel Management. Recruitment will need to give the Service more and better people; training will have to help them develop and achieve their potential; classification will have to develop up-to-date standards for our changing occupations so their positions can be properly graded; and placement is going to have to put these folks into fulfilling and challenging slots.

I like to think of Personnel Management as having three dimensions:

1. Involving an understanding of present Personnel Management matters;
2. Involving a familiarity and working knowledge of Personnel Management as it was; and
3. Involving a look ahead as to where Personnel Management can, should, and ought to be.

Now in what dimension do you see Personnel Management? It should be in 3D!

One thing disturbs me and I hope it does you. That is that we don't question enough. We accept too much at face value. Are we examining and challenging the things we do, feel, and hear? We should - and this talk shouldn't be excluded.

Now for some specifics which I sincerely believe will help each of us face the future more confidently.

1. We can be creative at any age - it's how bold, not how old that counts.
2. Remember that failure is an inevitable condition of success.
3. Each of us should have goals and sub goals. If not, we're drifting.
4. The creative man is systematic - we must tackle first things first.
5. Tremendous trifles make the difference between success and failure. A little extra effort will overcome this difference.
6. When you get a new idea - write it down - then do something about it.
7. Your office is you - does it look positive, efficient?
8. All of us have untapped talents - and like the genie in Aladdin's Lamp, we need to rub it to get it out.
9. Reading fifteen minutes a day will take us through twenty 300-page volumes per year. This is a minimum if we are to be well read.

In conclusion, we should remember that we go in the direction we look. I want each of you to look ahead with me, Clare and the Chief. I want each of you to think anew - act anew and with vision, faith, and dedication. I am sure we can find the future a gratifying experience.

**"CHECK-UP" QUIZ FOR PROFESSIONAL MEN**  
(Hand-out Selected by Mr. Correll)

"Keeping current" concerns most professional men. One man worked out the following check list for periodic use -

1. What newspapers and magazines am I reading? Should I discontinue any of them? Are there some new ones to which I should subscribe?
2. Am I taking full advantage of the societies that I belong to? Am I retaining membership in the right professional societies and clubs? Should I join another?
3. Do I belong to any societies or serve on any committees that outlived their usefulness? Do I serve on any committees to which I am making no contribution or receiving little or no benefit for the time I invest? Should I join a new association to which I might make a contribution?
4. Am I limiting myself to too small a group of friends to the neglect of other stimulating and interesting people?
5. Is my routine of living too grooved? Should I get up or go to bed at a different hour? Should I take a different route to the office? Should I change my lunch habits and companions?
6. Is my office equipment for work and living - up-to-date?
7. What do I do by habit that wastes time and energy?
8. Am I neglecting any phase of life - art, literature, theater, travel, sports, recreation, science, hobbies - that would be more rewarding and be better use of my time than some of the things I am doing?

A review and self analysis based on the above quiz might be stimulating in the sense of making a fresh and exciting start in any professional career.

## CLASSIFICATION STANDARDS FOR A SPACE AGE

Notes on a Talk by Dr. C. Mansel Keene, Chief,  
Division of Standards, Bureau of Standards and Pro-  
grams, U. S. Civil Service Commission.

Gaining acceptance of the finished product is a problem of an agency which provides regulatory material for different organizations. Solving this problem is a major objective of the Civil Service Commission in its job of developing position classification and qualification standards for the many Federal agencies covered by these standards. On most standards published by the CSC, about fifty percent of the replies are favorable, and about fifty percent question why we ever did this to them!

Despite the theory on how public administration should work, most operating decisions are made before personnel people are brought into the picture. We must later catch up on what is then an accomplished fact. New programs are established, and an occupational structure emerges -- both highly dependent upon the background of supervisors who plan the program and the types of people involved -- together with their individual personalities, their antagonisms, and their enthusiasms. We personnel people then come in and try to make a picture of this new occupational structure, in terms of how work is assigned and how jobs will be aligned and filled.

### Some Statistics

In the past, writing a set of SCS classification standards took about 18 months. Many standards were started but never completed. From 1950 to 1956 the Civil Service Commission got out 60 standards -- an average of ten a year. At that time the Commission had a backlog of more than 200 standards. At this rate it would have taken five years to catch up with the backlog. There were some 180 man-years of pending work at hand, and a staff allotment of from 22 to 30 man-years. More than 90 man-years would have been required to keep current. Even so, this lack of currency was not so bad as some of the agencies thought. Becoming current is not even so forlorn a hope as we in the CSC feared at one time.

### A New Look in Standards

In December 1956, when certain shifts and reorganizations took place in the Commission's standards program, an attempt was made to get on top of the diverse government-wide occupational picture.



To achieve this hurdle, it was necessary to find new methods and new approaches to the work. We had to change our way of doing things. By placing a six months' time limit on standards projects and dividing the bigger standards projects into workable parts, each of which could be completed in six months, and by taking advantage of various short-cut devices, we were able to complete six sets of standards the first month, 15 standards the next month, and approximately 65 sets of standards during the period from January 1958 to June 1958. In fiscal 1959 we expect to complete 55 standards. Of these, 11 are already out and 44 more are scheduled and underway. Seventy other standards will still be on the books awaiting scheduling.

This unprecedented standards production was due in part to an increase in staff assistance. The Bureau of the Budget directed additional funds to standards work, and two position classifiers from the Bureau of Inspection and Audit were assigned to standards work. In addition, an average of one to two employees from each of the CSC regional offices or the individual agencies was assigned specific standards projects.

Our goals were to build up a high-level staff --interested, ingenious, and not waiting for precincts to be counted before they called the score as they saw it.

By June 1959, the standards program will be reasonably current with approximately one year's backlog. The old backlog will have been wiped off the books.

There were some other factors which contributed to the completion of this tremendous volume of work. For one thing, we began thinking in broad terms and getting away from specifics. We became interested in looking for common core elements, and in writing standards which could be used to evaluate a diversity of jobs within an occupation. Detailed and lengthy illustrative elements were avoided. There is a particular danger in their use, for we are a literal people. We found early that it isn't wise to try to apply a system of logic to classification standards development. Position classification has been facetiously tied in with this for a long time.

Production was also increased through condensation of groupings of separate series. For example, a current project is to write one standard for Attorneys. This standard will be used to evaluate positions now allocated in some nine separate series in the Attorney occupational group.

Another current approach is to look for common elements across-the-board in the broad occupational field or group. A wider cut allows more freedom in the spectrum. The standard can then extend across the edges of the occupation, and many conflicts about series can disappear. In this way we get away from some of the arbitrary lines. We believe this is the only approach which will enable us to keep on top of the dynamic status of occupations--something which we have been unable to do in the past.

Another innovation to facilitate speeding up of the standards program is that the Division Chief now has the authority to sign out a tentative or a final standard, without the requirements for extensive further review within the SCS.

There is criticism from agencies occasionally on the different formats being used in standards. In the past we made distinction beyond our power to discriminate--sometimes beyond the limits of known information about the occupations and beyond the limits of human effort. The old standards looked too much alike. We had to find a way which would enable us to say, "This position is a GS-9 because..." and go on record, right or wrong. The reader was bewildered in the old standards by the flood of words. Emphasis in the past was in refinements and in over-intellectualizing. A basic consideration was neglected: Where to get the people--how to relate people and job requirements--how to train the people. Common bonds must be found here too if a standard is a useful one.

### Qualification Standards Program

One of the results of the CSC reorganization in 1953 was the combination of the classification and qualifications standards programs, so that the various kinds of standards would mesh in ways that they have sometimes not done. This was a natural result of a need to tie qualifications and classification standards together into broad occupational standards. We are now looking at all probationary examinations. Some of them are being discarded entirely. All have been tentative since 1946.

We are trying to get some measures of qualifications, other than length of service. For some people, two weeks in grade are enough. Others should never be promoted. We hope to be able to develop a clear-cut X-118 Handbook which will provide alternative criteria such as authority to cut qualification time-requirements in

half where there is justification for doing so. Some day we will be using such an approach as an integral part of management. By emphasis on time-requirements we are letting people with harrier and harrier skins get in. Soon we'd be measuring apes and not men.

We have been trying a variety of methods. In fact, we have placed a premium on trying things new, using all kinds of evaluation devices. We have been attempting to move away from the old description approach, to an editorial approach. In addition, we have been trying to fit our approach to the particular dimensions of the occupation concerned. In the past there was a tendency to over-particularize. Old standards followed a fetish of verbosity and consistency. Even then when we consider the requirements for the position of a supervisor, we know that the individuals possessing the characteristics defined in the over-particularized standards may not make good supervisors. We are therefore trying to draw a distinction in the qualification standards; for example, between what makes a good clerical supervisor, and what makes a good reviewing clerk. We have developed a draft of a supervisory guide --you were reviewing it and commenting on it when I came in. We are looking for something different in a supervisory position, and we believe we can point that difference up in this type of approach.

Some single-agency standards are over-quantified, and we'll eventually have to do something about that. In one agency standard, we counted every rock and leaf!

This problem of length of service is complicated by certain statutory limitations, such as the Whitten restriction. A control like the Whitten Amendment has queer results --Some people now think they are entitled to a promotion at the end of the mandatory waiting time under the Whitten Amendment.

Arbitrarily set age limits must be reviewed against the impact of the aging population --and these people must be considered too. In the qualification standards picture in general, we are opposed to goose-stepping across the board with every kind of job requiring the same length of experience for promotion. We are trying to examine each situation with the question: "If I were on the other end, would it confuse or help me?"



## Future Role of CSC in Standards Development

Generally our approach will be to issue broad standards. An agency having an occupation which is peculiar to its functions will be encouraged to write specific standards for agency use. For those occupations which cut across all agencies, the Commission will coordinate standards development. We have found that across-the-board standards, prepared by operating agencies, usually must be hacked down -- operating officials have had a tendency to push the levels too high. The Commission's future role in standards development will be one of providing leadership to the agencies who will do most of the standards development, with review and approval of the Commission.

Commission standards writers desire more thorough review and comment from agencies than we have been receiving. Early in the program we assigned standards to many agencies without proper guidance. Special assignments of standards projects to specific agencies have worked out better, in our experience.

The Personnel Officer standards revision is designed to tighten up the areas where the standard could have been misunderstood. This was a liberal standard. It allowed shades of meaning to condition the classification decision. The most important thing in this standard is how to recognize positive personnel management. Is the Personnel Officer in there as decisions are being made? This is a key consideration.

It would be well for personnel management if all operating officials were doing their own personnel work, including standards.

As one check on the across-grade equity of standards written under the new stepped-up program, a member of the standards division has been making an across-series study. Sometimes it is appropriate for a new standard to have levels higher than the occupation previously had, and higher than certain other occupations that have been previously comparable to that series. When some occupations are 'trued up,' the old levels may be out of line. This cross-series testing contributes a core to this fast-moving standards program.

## HIGHLIGHTS - REPORT OF WORK GROUP I

Topic: How valid are presently-used criteria for an effective classification program?

### I. PROBLEM:

To provide a framework for our conference theme, "Keeping Pace in the Space Age, " we need (a) to review basic position classification goals, (b) to re-examine, for appropriateness to today's needs, the criteria now being used to appraise achievement of those goals, and (c) to consider, throughout the conferences, problem areas where goals are not now being adequately achieved. A meaningful program can then be planned on the basis of needed improvements identified and agreed upon by conference members.

### II. FACTORS BEARING ON THE PROBLEM:

- A. Goals for position classification are sometimes confused and misunderstood, especially when this management device is subjected to purposes for which it was not intended, or when the classification program fails to keep pace with changing needs.
- B. Today's classification operations are complex and time-consuming. Much of the complexity and so-called cumbersome-ness lie in the vastness and increasing variety of occupations, technologies, organization structures, and program interrelationships in the Federal Service. Some of the complexities may be inherent in practices, procedures, and unnecessary rigidities which have crept into the administration of the system.
- C. Time-lags in classification processes sometimes impede rapidly-moving operating programs. Misunderstandings and lack of acceptance of classification requirements, on the part of employees and supervisors, tend to increase the amount of time and effort required of all participating in the classification process. Failure of classifiers to understand what is involved in a particular situation, or unavailability of classifiers for consultation sufficiently early in

the planning phases of an undertaking having classification significance, can also lead to delays, additional effort, and lowered morale.

- D. Full participation of supervisors and employees in the classification process is not achieved when lack of information, misinformation, or hostility exist.
- E. The partially theoretical and conceptual nature of job analysis and job evaluation processes tend to divorce position classification from other parts of personnel management, where the emphasis is properly more centered on individuals.
- F. Legal and regulatory restrictions, which are inherent in Government classification, may prevent the degree of flexibility that some administrators desire in carrying out their program responsibilities.
- G. Classification is not an end in itself, but a means to an end. For this reason, appraisal of goals for classification must involve two aspects:
  - 1. continuing internal evaluation of the effectiveness of the classification plan itself - its coverage, concepts, procedures, practices, and class-structures.
  - 2. continuing external evaluation of the changing requirements, reactions, and needs of the agency in the framework of democratic government which classification serves, and of the relationships of position classification programs to other management services and to the entire agency.

### III. DISCUSSION:

- A. To provide a framework for the discussion, the Civil Service Commission pamphlet, "Evaluating Your Personnel Management" was reviewed. This pamphlet covers the following areas which are usually reviewed by Civil Service Commission post-audit and inspection groups in their evaluation of agency personnel management programs:

1. Positions are correctly and promptly classified in accordance with published or unpublished Civil Service Commission standards, and review of position classification is regular and periodic.
2. Operating supervisors accept their responsibility for delineating work assignments, seeing that the work actually performed is described, making sound classification recommendations, and promoting employee understanding of and participation in classification processes.
3. Employees are informed that (a) they may see, upon request, published classification standards or other pertinent information on the basis of which their positions were classified; (b) their position classifications may be appealed upon certain bases; and (c) procedures relating to classification appeals are available.
4. Cooperation with the Civil Service Commission in improving classification standards and in developing new standards is continuous.
5. Wage surveys for wage-board type positions in the agency are periodic and systematic.
6. Current written records cover the distribution, among agency positions, of functions of the agency - in such control devices as current organization and functional charts and statements.
7. Employees and supervisors are furnished with accurate statements of duties and responsibilities upon which the position classification decision is based (official position descriptions).
8. Classification materials and advice are available for other personnel and management needs.
9. Details are controlled so that, other than for authorized exceptions, an employee performs the duties of the position upon which his pay level is based.



C. The work group found the current criteria (summarized in B above) valid but incomplete, and suggested the following additional indicators of an effective classification program:

1. The classification officer should be a regular participant in management discussions of new programs or organization changes. He should seek out opportunities to learn program needs and to make helpful suggestions.
2. The system should be so simple and easy to operate that operating officers at all levels could understand the process and participate to some degree in it. Operating supervisors should be responsible for submitting acceptable position descriptions of the duties and responsibilities they have assigned. They should participate in revision of position descriptions under their jurisdiction. If they do not do so, the adequacy of their instruction on this subject should be checked.
3. For correlation with the rest of personnel management, occupational structures and grade patterns should allow for appropriate placement, development, transfer, and promotion of employees.
4. For currency and flexibility of the classification program, up-to-date standards should be available for all substantial groups of positions, and existing positions should be graded in accordance with such standards. Action should be continuous to improve and simplify classification techniques, requirements, procedures, records, and position description content and format; and to improve personal work relationships of classifiers. Consideration should be given to further delegation of classification authority, where administratively feasible.
5. For sound internal review and program evaluation in the classification program, service inspection standards should be met. Inspections should demonstrate adequate coverage and quality. Reports should be complete and promptly presented and vigorous follow-up action should be taken. Continuous review should be made of the classification program organization, quality and quantity of



staffing, procedures, and stature among local management units.

- D. The work group assessed the current Forest Service-wide classification program - on the basis of observation and experiences of the group and examination of selected pertinent records. Their evaluation:

1. Helping the agency accomplish its goals - With few exceptions this objective was considered to have been adequately met, as evidenced by the continued progress of broad agency programs and the existence of sound career structures. For further improvement in this area the work group suggested a positive program to improve the stature of classification. Considerations would include strengthening of day-to-day contacts with operating officials; development of a firm career plan for classifiers; intensive study by classifiers, for classification significance, of new and changing work programs; and concerted efforts to change the perspective of classification people and those they serve to one of greater mutual respect and service.
2. Achieving correct classification - Records of agency inspections and Civil Service Commission post-audits have continued to show extensive need for improved content of position descriptions, and for more careful selection of series. Among grade-corrections required, upgradings have been almost as frequent as down-gradings. To achieve increased degree of classification correctness, opportunities should be grasped more readily for (a) standards revisions that reflect significant changes in the substantive programs of the agency, and (b) results of changed philosophies of the Civil Service Commission. This we can achieve through closer Washington-field contacts, better publicity of significant decisions and standards-issuances, increased programing and carrying out of systematic surveys, more fruitful pursuit of present 25 percent audit objectives, and continued careful attention to achieving clear, simple, and uninvolved position descriptions.

3. Achieving simplicity of the system and ease of operation - In the opinion of the work group, this is the most vulnerable point in the classification program. Admittedly, it extends beyond the jurisdiction of an agency, and its improvement by an agency such as ours must be limited to internal improvements. A far from simple statute is implemented by complex rules and standards prescribed by the regulatory agencies. Some classifiers have developed additional self-protective devices in the form of over-rigid local rules - in the opinion of the work group. Complexity of the present classification system tends to confine (1) the operations of classification to a few experts; and (2) the understanding of classification to the acknowledgment, by some employees and managers, that a law exists which requires certain painful but necessary steps. Corrective measures suggested are (a) strong support of current Civil Service Commission emphasis on simplified classification standards, procedures, and forms; and (b) careful study of the precepts in the Chief's speech (see pages 7 & 8.) by all who are involved directly or indirectly in Forest Service position classification.
4. Assuring currency and flexibility in the classification program - Up-to-date, usable classification standards are not yet available for many positions, and existing positions are not always graded according to published standards, many of which are obsolete. Continuing effort should be exerted to facilitate development of appropriate guides which will permit maximum flexibility commensurate with soundness. New classification concepts and techniques should evolve to meet changing needs of the Service. New standards should be put into effect within six months of their issue - earlier, if possible. Attitudes and actions of line personnel, classifiers, and other administrative staff people should be oriented to sound, progressive, and, as necessary, changing goals, to assure flexibility and currency, along with soundness of program.
5. Achieving understanding and acceptance of the classification program - The work group believe that many of our line managers fail to understand or accept operating

classification procedures, or to appreciate the need for a classification law. This may be a result of lack of opportunity to learn what considerations govern the classification of positions. The group suggests, for increased understanding and acceptance of classification in the Forest Service, by employees and supervisory personnel, two solutions: (a) greater dissemination of standards materials and more extensive training in their interpretation; and (b) more frequent face-to-face discussions, job audits, and instructional meetings at the local level, rather than reliance upon paper reviews of position descriptions. These suggestions are based upon the belief that acceptance of regulatory controls rests upon recognition of the need for the regulation, and upon acceptance of its methods as necessary to meet both the letter and the spirit of the law.

6. Participation by supervisors and employees in those phases of classification for which they are responsible. The prescribed annual position review and certification practice has achieved a degree of participation by all employees and supervisors. Greater real participation would result if the annual review were coordinated with an active survey and audit program. There is danger in the mechanical review that occurs in some locations. Participation and interest can also be increased by relating position reviews more closely to other personnel management programs which should have interrelationships with position classification - the promotion plan, performance ratings, use of the new training legislation, and qualifications analysis.
7. Correlation with other administrative management needs. Our classification program is sometimes expected to bend to the rigid requirements and demands of other management programs, rather than being given an opportunity to work co-equally with other personnel management programs and with budget, organization, and fiscal groups. We suggest that classification advice and information be made available to and understood by other administrative management staffs, and that classifiers neither attempt to "reform" other operations, nor agree to solve problems of other administrative areas

when such solutions are outside the jurisdiction of the classifier.

8. Timeliness - Lack of recognition of staffing needs (qualitative and quantitative) at the operating level has, in the opinion of the work group, militated against prompt classification action and thorough review of classification standards at the field level. In some instances the limitations of individuals or the workload assigned has prevented accomplishment of timely classification. Other probable causes of this lack of timeliness include need for up-to-date training of all classifiers, as well as trainees; faulty attitudes of classifiers and of the people they serve; and lack of accessible information on which precedent decisions have been based.
9. Keeping the program attuned to changing needs - Several areas of achievement have been outstanding. Insistence, during the past few years, for realistic and current standards to apply to Forest Service jobs, delegation of classification authority and decentralization of classification responsibility to regions and stations, and intensive, progressive training courses and plans for the development of classification personnel are all examples of forward thinking in our program, designed to keep pace with demands of our expanding Service.
10. Program evaluation - Limitations on staffing or lack of support of the program have had some effect on our lack of achievement in orderly evaluation of the classification programs throughout the Service. So long as such over-all evaluations are not systematically performed, and so long as only lip-service is given by many units to such techniques as the 25% desk audit of positions annually, our program evaluation achievements can not be considered completely satisfactory. We suggest scheduled classification review activities on a yearly basis, and consideration of all self-evaluation techniques discussed in the Civil Service Commission pamphlet, "Evaluating Your Personnel Management."



#### IV. CONCLUSIONS:

Some changes in emphasis of classification programs would facilitate timeliness, effectiveness, and acceptance of the program. In particular, improvement is required in simplifying the system, in obtaining understanding, participation, and cooperation of operating officials, and in self-evaluation. A key to many problems is the improvement of the content of Forest Service position descriptions, in the interest of clarity and status of this document as an officially-executed basis for payment of federal funds, as well as a commitment of responsible officials to specific courses of action. There is need to re-assess the classification program periodically to gear our planning, priorities, developmental aspects, and staffing to the inevitable changes of emphasis in a dynamic organization such as the Forest Service.

#### V. RECOMMENDATIONS AND REACTIONS TO RECOMMENDATIONS:

##### Recommendation Number 1. Simplification of Standards and Systems

##### A. Work Group Recommendation:

That the Forest Service go on record for a simple, easy to operate system of position classification through simplification of Civil Service Commission and agency classification standards, as a first step to simpler classification procedures. For positions other than those located in all agencies of the Federal Government, and thus requiring Commission coordination, Civil Service Commission standards should be set up and maintained as broad basic guide lines, limited largely to series determinations and broad grade zones. Such definitions would be applicable to various occupational fields at different grade levels. Further interpretation would occur at Department and agency level, with illustrations of typical assignments characterizing positions at different levels and in different work situations. These guides would be further broken down as appropriate at field headquarters levels.

B. Conference Reaction:

There was unity of conferees as to needs for simpler standards and for broader coverage of occupations than existed prior to the current intensive movement to develop government-wide standards. There was agreement that long-range classification goals should provide for simplified procedures and techniques.

C. Washington Office Comment:

We endorse generally the current classification program of the Civil Service Commission, as described by Dr. Keene (see pages 14-18 ). That program attempts to simplify Civil Service Commission standards in form, to enrich their content, and to provide, through greater Commission-agency cooperation, published standards for most occupational series covered by the Federal position classification plan. Once all outstanding schedules of standards projects are completed, the Commission expects to modify those standards which have proven unsatisfactory in actual use, either because of complexity of form or for other reasons. As an agency, we have authority at this time, under current controls, to supplement Civil Service Commission standards as required, to meet specific agency situations not provided for clearly in the standard. The agency standard must, of course, be in conformance with the general provisions of the Commission standard.

Timing of agency participation in the current stepped-up standards program of the Civil Service Commission is not optional with the agencies. To meet requirements of current Commission schedules, the Forest Service has a full standards program for the next few years, in addition to supplementary development to meet specific agency needs. These requirements must be met, in the interest of agency positions which will be covered by the Commission standards. Our work on Civil Service Commission projects involves coordinating agency-wide review, field trial and analysis, and critical comment on drafts of standards which cover or have direct effect upon Forest Service positions.

Where the Service is sufficiently involved, we shall continue actual development and revision of standards to be proposed to the Civil Service Commission. These activities are for the purpose of assuring that Forest Service classifiers at field levels have consistent and understandable guides which permit proper consideration of Forest Service positions. We are unable to evaluate the particular pattern of standard proposed by this work group, since no example was provided to illustrate the specific scheme envisioned. Standards development is a highly technical and complex undertaking, even when examples of the desired end-product are available, and when a pilot study has identified and neutralized some of the pitfalls. We believe that the general intent of the group proposal is sound, but insufficiently developed to receive further specific endorsement than is given in this statement.

#### Recommendation Number 2. Further Delegations of Classification Authority to Field Units

##### A. Work Group Recommendation:

That delegations of classification authority be extended gradually to selected Forest Supervisor and Research Center levels where feasible. Such action would imply establishment of appropriate controls through field coordinating points, such as Regions and Stations, and would require dissemination of classification standards and working tools to the Forest level. Also required would be the training of Forest representatives to assume and carry out limited delegated classification authority. Further delegations should be pointed toward improved program understanding and acceptance by supervisors and employees, and improved timeliness and appropriateness of classification decisions. More time could be available for explaining classification, advising and assisting on classification problems in the planning stage, and on-the-ground classification contacts.

**B. Conference Reaction:**

Conferees rejected a first proposal of the group concerning delegation of authority --that limited classification authority be delegated to a committee or a board of operating officials. Conferees almost unanimously agreed that such a provision, if considered seriously, would at this time be time-consuming, impossible to control, and impracticable, as well as requiring changes in basic controls from authorities outside the jurisdiction of this Service.

Conferees endorsed the work group proposal, expressed in Recommendation 2, that limited classification authority be delegated gradually, and on an individual activity basis, to certain Forest Supervisor and Research Center levels, to an appropriately trained and properly experienced individual, in a position of sufficient responsibility in local organization as to have stature. The exact timing of such delegation would be graduated to meet the differing degrees of readiness of the various field units. Estimates as to approximate time when their areas would be ready to consider requesting this delegated authority ranged as follows:

Immediately	: Region 8, Southeastern Station, Southern Station
One to three years	: Regions One, Five, Six, Seven, Ten, and Southwestern
Four or more years	: Regions Three, Four, Nine, Intermountain Station, and Northeastern Station

Some possibility of future delegations of classification authority to District Rangers was discussed and tabled for later consideration. There was unity as to need to place a selection of classification standards, reference data and working tools at field levels, whether or not classification authority and responsibility are locally exercised. Such material would be of value, in the opinion of conferees, for informational and guidance purposes in orienting supervisors, if judiciously used, as well as in equipping administrative offices for action.



C. Washington Office Comment:

It is possible that further delegation of classification authority will be made on a gradual basis within the next few years, depending upon the demonstrated readiness of field units for such authority and their need for such authority. Such delegation would be made with appropriate controls and would include dissemination of appropriate classification working tools. Training of responsible personnel and adequate planning at field level would be required. Guidance, direction, and inspection would have to be provided by the next higher level of the organization. Each Region or Station would be expected to request and justify such delegations individually. Approval of the Department would be required. This office will carefully consider definite proposals from Regions and Stations contemplating requests for this authority. Such requests should indicate plans for training, inspecting, leading, and direction required for such undertakings. A conference of region and station planners at Washington Office may be in order, to reach agreement as to ways to adapt training policy and materials to local needs. Washington Office responsibility would be to provide guidance as to areas of training and controls and to review achievement. The training of subordinate levels as well as their review would be the responsibility of Regions and Stations.

Washington Office encourages participation of operating officials in their assigned classification responsibilities, whether or not local classification authority is exercised by the personnel staff. Throughout the calendar year 1959, regions and stations have been issued published standards and other classification guides in sufficient quantities that they might be reissued to forests and centers if field headquarters find these units ready to use these materials. In at least one region the Handbook of Occupational Groups and Series of Classes and the Federal Personnel Manual are on every forest. Most regions have been issued sufficient Forest Service Handbooks and Manuals

to distribute to field units. Full action in acquiring tools is now the responsibility of Region and Station, through this office. The Chief's Plan of Work sets progress in delegation of classification authority for 1965.

Our letter of June 8, 1959, concerned delegation of employment authority, but concerned classification only in requiring that position descriptions now be prepared on forests, as delineated in that letter.

### Recommendation No. 3. Re-analysis of Work Load Indicators and Time Factors.

#### A. Work Group Recommendations:

That timeliness of classification decisions and self-evaluation of classification programs be facilitated through a re-analysis of present work-load indicators and time factors. Readjustment of the work-load base to more realistic figures would allow for appropriate staffing, commensurate with present work-loads and future job requirements.

#### B. Conference Reaction:

Conferees concurred unanimously in this recommendation. The consensus was that a revision of the Region Office base is needed, so that a staff of sufficient quality and quantity may be provided, to fulfill obligations of the Service.

#### C. Washington Office Comment:

Some relief was obtained on this same problem following a request of this group during the 1955 conference of classification officers. An effort will be made to determine what Service-wide needs are in this area, and to explore the possibilities of this proposal, provided such needs are made sufficiently evident. We hope to have some report by the next conference of this group. However, changing a work load base is a long and complicated undertaking and must rest upon clearly demonstrated need. Conference members were asked to assess their staffing needs for both the current

year and the next five years and to block out in chart form their proposals for revisions recommended. Proposals should include Region, Station, and Forest levels. Only a few classification officers complied with this request. Some indicated that operation personnel questioned their presentation of this information direct to the Classification Branch.

A tentative estimate and proposal was submitted to Administrative Management for review. This was based upon information available at Washington level. No action had been taken at the time of publication of this report. Information as to exact status of this request and this recommendation will be available at the November 1959 conference at Ogden.



## HIGHLIGHTS - REPORT OF WORK GROUP II

Topic: What is the place of position classification in the Forest Service?

### I. PROBLEM:

To clarify the role of position classification in the management of the Forest Service by review of constructive ways to improve relationships, to the end that the classification program may achieve maximum benefit to the Service.

### II. FACTORS BEARING ON THE PROBLEM:

- A. Some line supervisors lack knowledge of classification objectives, processes, and limitations; and some position classifiers lack knowledge of operating problems affecting the classification process.
- B. Failure of classifiers to obtain understanding and cooperation from operating people may have resulted from insufficient opportunity or inadequate skills to enable them to explain classification to operating supervisors. Failure of operating supervisors to seek classification advice and assistance is sometimes related to the cumbersomeness of classification procedures or to lack of timeliness of classification services.
- C. Limits on classifier staffing--quality-wise and quantity-wise--may also limit the effectiveness of classification offices in making necessary audits, participating in advance planning, and providing advisory services.

### III. DISCUSSION:

#### A. Role of the Classification Officer in Facing Administrative Pressures.

The work group observed that the role of the classifier in the Forest Service has not been satisfactorily defined at all levels, and is sometimes ambiguous. Conflicting loyalties appear to be demanded, the group suggested,



in cases where administrative pressures are exerted upon the classification officer. Members of the work group, together with a majority of the conference members, expressed concern over the dilemma of a classification officer when, under authority delegated from the Chief, he is required to classify positions under provisions of classification statutes, standards, and principles; and when, at the same time, the classification officer is subjected to administrative pressures to take classification actions judged by the classifier to be improper. Some of the problem points discussed were the following:

1. Many classification officers are subjected to strong coercion to take classification action which the classifier considers would result in misclassification. These are situations in which classifier judgment does not agree with management desires. The classification officer understands his authorization--to exercise delegated classification authority in the name of the Chief--to mean that he is actually authorized to exercise the Chief's delegated authority to classify positions correctly, and not to misclassify.
2. Classification officers are held accountable by the Chief's office, the Department, and the Civil Service Commission for consistency of their decisions with pertinent statutes, standards, and principles. Operating supervisors who succeed in effecting administrative pressures on classification officers should be held accountable to the Regional Forester or Station Director and the Chief's office, in the opinion of the group, to the same extent as is the Classification Officer.
3. A classification officer is placed in an untenable and negative position, and is deprived of opportunity to be helpful to local management representatives when (a) he is given no advance information as to the real nature of the problem which the line supervisor is attempting to solve

through the classification action proposed; and  
(b) the classifier is not consulted in advance of  
operating commitments to individuals on classification matters, as to possible courses of  
action which could affect classification results.

B. Role of the Position Classification Officer in Meeting Staff Limitations.

Doubt was expressed as to whether classification offices in the Forest Service have been staffed to the point where emphasis may be placed upon broad areas, such as those discussed by the first work group, but which in the opinion of the group would require an estimated three to four classifiers for heavy regions and two to three at light regions. The limits on authorized trained and experienced classifier staffs at regions, and to some extent stations, was considered to constitute a handicap, particularly in the function of explaining position classification standards to operating officials and employees, and of obtaining their understanding and cooperation through better communication. The conference agreed that a real problem of communication exists in overcoming barriers to effective relationships between classifiers and employees and supervisors. They agreed also that obstacles, such as those listed below, can be dispelled only through continuous and intensive planned programs of information and education, carried out by trained and experienced classification personnel whose effort is not hampered at the same time by production demands from day-to-day operations:

1. Lack of positive interest on the part of many administrators in knowing the minimum fundamentals of classification which are required of any effective manager: This obstacle is only a step removed from another --the often derisive contention that classification is a mystery not susceptible to understanding by the layman.

2. Lack of recognition of position classification, on the part of administrators, as a part of Government management process, affecting the expenditure of public funds: This situation is evident, especially in the general reluctance on their part to recognize the limitations placed on position classification by law and regulation, while the same administrators may be circumspect in their observance of fiscal, budgetary, and other administrative controls.
3. An almost universal tendency of supervisors towards attempting to use position classification to classify the person rather than the position: This occurs despite their orientation to performance rating, promotion planning, qualification rating, and other employment processes as different from position classification and directed toward the person, not the position, and therefore different from position classification.

The work group recognized the continuous nature of these problems of misunderstandings and less than ideal relationships. They pointed out that the severity of these problems varies with region and station. There was universal concern, however, with the extent to which faulty attitudes and philosophies impede classification objectives. Previously stated Forest Service policy statements on the same subject were described as having been ignored or needing greater Washington Office support. Conclusion on this point was that "Ways must be found to convince operating officials that classification is not an entirely all-purpose tool, to be used without regard to its limitations or its purposes, and that it is not a suitable solution for such administrative difficulties as poor organization, recruitment difficulties, and pay problems. At the same time, classifiers must do all that is reasonable and possible to insure that our attitudes, cooperation, proficiency, administrative judgment, and practices are above reproach." In the meantime, the work group considered that a major key to solving these problems of relationships would be to increase staffs sufficiently for continuous contact with operating officials.

C. Role of the Classification Officer in Long-Range Developmental Projects and Planning

The work group recognized the importance of classifier participation in developmental projects, even while recognizing also that certain major and basic program requirements are not being adequately met, including the following:

(1) The Department's objective of 25 percent annual classification audit of Forest Service positions is not being met; (2) a periodic and economical classification survey program has not yet been achieved to supplement, anticipate, and largely replace time-consuming individual classification actions in the Service; and (3) several important standards, published six months earlier, and therefore required to have been effectuated under Civil Service Commission policies, have not yet been applied.

The work group recognized that developmental and long-range work must continue to be undertaken by field classifiers, in cooperation with the Washington Office, in addition to necessary operating classification work.

Developmental and long-range work cannot be postponed until there is more time, after all day-to-day work is current. Only through completion of much-needed long-range developmental work, including classification standards and classification program evaluation, and classification training, can the quality and quantity and the standing of classification effort be raised sufficiently that current pressures may be dissolved, current backlogs will be reduced, and many inappropriate submissions of classification requests will be avoided.

There is wide variation among the regions and stations in the proportion of classification program emphasis which is devoted to long-range staff and developmental work. This is not purely a matter of numerical classifier staffing. Participation in such work depends in part upon (a) the attitude of local management towards the classification program; (b) the proportion of his individual activity that the classification officer can and will schedule for developmental work; (c) the degree of expansion of substantive programs demanding attention of the classification officers; (d) the type of people making up the management team; and (e) the technical quality, skills, and interests of the classification staff.



Special developmental projects during the year preceding the conference were concentrated in the following areas:

1. Implementation, through advance planning and Washington-field cooperation of agency-wide and organization-wide standards resulting from the revision of both the administration and the research parts of the professional Forestry standards: These standards affected every level of the Service, from Assistant Chiefs to district rangers and research units.
2. Required participation, not subject to scheduling, in the current, unprecedented Civil Service Commission standards-development undertaking: Operating agencies are obligated, in the agency's interest, to comment upon drafts of standards affecting the agency.
3. Special and intensive work, in participation with Washington Office, in the actual development of standards and the validation of standards having primarily Forest Service significance. For example, during 1958, Regions 5, 4, and 1 provided extensive support in standards projects, in addition to the many hours devoted at the Chief's Office level in planning, directing, and individually developing and rating classification standards for the Forest and Range Fire Control Series, the Range Conservation Series, and the Soil Scientist Series, all of which have strong implications for Forest Service positions.
4. Selection, on-the-job training at field levels, and intensive formal and intern training and development at Washington level of two classes of trainees as an initial step in establishing a career corps of highly qualified classifiers for the Service. This is an investment in the future of Forest Service classification which is believed worthwhile, but which nevertheless requires investment of time and effort of some of our most capable senior staff members.



5. Participation in rating panels: This is not normally recognized as a classification function. However, many classification officers are relied upon to provide this time-consuming service because of their associations with job requirements through classification processes.
6. Reporting: Other project-type work involves development of documented explanatory reports as to why certain classification decisions are deemed appropriate--some for information of local management officials and some for information of higher levels of the organization. Providing of such information is necessary and proper, first, because management officials are entitled to explanations; and second, because acceptance of the classification officer's decisions by management officials, as well as their confidence and respect, are essential to a relationship in which the classification officer is consulted by management in connection with their advanced planning.

The degree to which developmental and staff projects are performed by classification officers at the Region level may depend upon a combination of the attitudes of the classification officer, the personnel officer, the Regional Forester, the Division Chiefs, and Forest Supervisors. Each faulty situation must be studied individually for possible causes and remedies.

D. Role of the Classification Officer in Improving Relationships--

Some suggestions of the work group, for encouraging communication and cooperation of others, included the following:

1. Improving relationships with operating officials, our most important contacts:
  - a. Stay ahead of management problems by anticipating management needs. For example, a positive classifier analyzes the effect of a newly published standard. His suggestions for its use are presented to operating management at the first opportunity. A negative classifier, by comparison, lags in putting a new standard into effect, until the situation is called to his attention by a line official who has heard of effectuation of the standard in some other classification office.

- b. Give top management representatives in your area an opportunity to participate in development, revision, and review of standards. Program people are our subject matter experts, and their informed comments, if they understand exactly what information classifiers need, can be of great value. They will also be more likely to understand and be willing to accept and apply those standards in which they have participated.
- c. Have and show enthusiasm for operating programs, or find an agency more to your liking.
- d. Be available for conferences with program officials and have something constructive to offer. This requires continuous study and awareness of trends and planning.
- e. Give advice graciously, not grudgingly. Use every opportunity to explain classification principles and to point out pertinent classification implications. Make it possible for cooperation with classification people to be both a profitable and a pleasant experience.
- f. Give operating officials the benefit of the doubt as to their integrity. Most operating officials are capable in their own fields, and want to do the right thing, or they would not be where they are in the agency program. They are the experts and the authorities as to duties and responsibilities of the positions in their units. They are nevertheless entitled to obtain an understanding as to the kind of specialized information that is required in a position description, and the nature of bench-mark areas that are grade-controlling for a particular series.
- g. Inform operating supervisors as promptly as possible of classification judgments--especially if they are negative. Nobody likes to be embarrassed. Avoid possible serious conflicts by discussing controversial cases with the responsible official immediately. This is the first step to anticipating potential problems.

- h. Explain classification at all levels of supervision-- middle as well as top management-- for today's rangers and staff men will be tomorrow's top management. These people must see the need for sound classification, find some usefulness in its services, understand why it is important, and agree that it is worth finding out about --if classification is to achieve actual acceptance.
- i. Recognize that pay problems and classification problems are closely associated with people's emotions and their evaluations of themselves. Even though we attempt an objective judgment of the position and not the person, the individual has a very human feeling about his position, and about any decision made about it by anyone other than his supervisor. If the classifier understands this fact, he may become tolerant enough not to take personal offense at emotional reactions of individuals. He will understand the disappointment of employees who are faced with a classification decision that affects their pocketbooks and feelings, or those of individuals whom they supervise.

2. Improving relationships with individuals in other personnel management and administrative management functions, and in the Civil Service Commission and other agencies:

- a. Take the initiative, in such contacts, to share information and establish positive communication. The outlook of the classifier is broadened and his acceptance from related groups can be made possible by interchange of ideas, by attendance at seminars and work groups, by participation in conferences and training sessions that go beyond the confines of his assigned work area, and by considerate treatment of other technical administrative management personnel on those inevitable occasions when their responsibilities or work interests overlap.

- b. In dealing with Civil Service Commission representatives it is appropriate to assume that they have the same dedication to high ethical principles and the same respect for agency program and operations which we like to think of ourselves as possessing.

E. Role of the Classification Officer in Improving Work Habits, Attitudes, and Ethics.

A classification officer is a manager as well as an individual classifier. He is to this extent responsible for stimulating improved work habits, healthy attitudes, and a high plane of personal ethics on the part of the people for whose supervision and development he is responsible, as well as responsibility for continuously evaluating and seeking to improve his own approach in these areas.

A good classifier constantly seeks to develop himself and to improve his work practices, techniques, attitudes, and ethical approach. Some suggestions:

1. Cultivate an inquiring mind --explore, for example, the current approaches to simplified but more meaningful classification documents and procedures.
2. Apply to the administration of a classification program the precepts of good management: Planning and programming of work, clear-cut organization, attention to work-oriented, job oriented, and self-oriented tasks, and putting first things first --these apply in becoming a more valued and respected arm of management.
3. Let us each examine his own reaction to change -- in practices, such as position description format; in concepts, such as our increased responsibility under greater delegations of authority; in tools, such as changed classification factors. Our reluctance to try such changes may indicate inflexibility, or stubbornness, or other faulty attitudes that may require conscious self-improvement.
4. What we do, as individuals, is the main determinant of our ethics. An ethical position classifier has respect for the dignity of each individual, and has a sense of



personal work. He refuses to yield to pressures, but is aware that he may and can be wrong and is therefore prepared to be reviewed and over-ruled or corrected by a higher level of classification authority, if the situation demands such action. He is a good loser. He discourages gossip, suspicion, and rumors; he cultivates unbiased and objective approach to his work; and he respects the confidential nature of personnel work, especially information gathered in classification work.

#### IV. CONCLUSIONS:

The role of classification must present a two-way channel of communication. Classifiers in the Forest Service are willing to earn the respect and cooperation of our associates. Some support of the classification officer must be provided, however, to make possible an effective and desirable combination of advisory, service, and control functions. Specific conclusions of the work group:

1. Relationships between management and classification representatives can be improved. As one step to such improvements, the classification officer must have free time to devote to planning and counseling, and he must produce advice and assistance which help management to get its job done, in ways which are acceptable and within the spirit and the letter of the law and controlling regulations.
2. Accomplishment of the classification work program is being continuously confused and hampered by the circulation between the Washington Office and field headquarters, and among regions and stations, of unchanneled, inadequate, misleading, and frequently inaccurate statements having important classification significance.
3. Accomplishment of field classification programs is also hampered by lack of time, on the part of the classification officer, for planning and advisory functions. Many classification officers believe that



they need to correct this situation by one or some combination of the following: additional staffing, broader delegations, or streamlined program requirements.

4. Improved classification leadership can be provided by the Washington Office through periodic publication and release of non-policy information pertinent to classification programs, in addition to that now provided through circular letters and personnel management issuances.

## V. RECOMMENDATIONS AND REACTIONS TO RECOMMENDATIONS:

### Recommendation No. 4. Responsibility and Accountability of Operating Officials on Classification Matters

#### A. Work Group Recommendation:

That the application of policies and procedures now included in Chapter 6140, Forest Service Manual, be made equally binding upon both Management representatives (operating officials) and position classifiers, and that all personnel management inspections report compliance.

#### B. Conference Reaction:

There was unity of conferees as to needs to clarify responsibilities of supervisors, employees, and the classification office, especially as to the need for operating supervisors to assume responsibility for accuracy and propriety of the information which they provide and of the documents to which they certify, in relation to the classification process.

#### C. Washington Office Comment:

Washington Office Personnel Management inspectors have been requested to comment, in their inspection reports, upon the degree to which management representatives and classification officers are aware of and exercise their responsibilities as outlined in Chapter 6140, Federal Personnel Manual.

Recommendation No. 5. Improved Staffing for Classification Offices.

A. Work Group Recommendation:

That the requirements for manning an adequate classification program be critically reviewed and studied

(1) to determine the number and qualifications of people needed to keep abreast of current and future demands, and (2) to take immediate steps to staff classification offices accordingly. Due to the urgency of the situation, it is recommended that approval of extra positions be made available immediately on some reasonable ratio, such as one classifier to every 500 job population.

B. Conference Reaction:

Several experienced classifiers suggested that classification officers should simplify field procedures and streamline classification operations through self-engineered effort before considering additional staffing. Another suggested that estimates of staffing needs should follow, rather than precede careful decision and policy as to exactly what functions will be performed and what programs will be emphasized. Another suggested that wage board work alone in the heavier regions will require one person and standards and training work will require another. A region which has done a significant amount of decentralization of position description preparation to the forest level reported that need for two classifiers had been eliminated through decentralization alone.

The conference members concurred generally in the need for further workload and staffing determinations.

C. Washington Office Comment:

Because this recommendation is closely related to Recommendation No. 3, the two are treated as one. (See pages 32-33 for discussion and comment).

Recommendation No. 6 - Required Channeling of Classification Advice to Field Personnel.

A. Work Group Recommendation:

That the Chief be asked to state a policy that Circular letters, memorandums, and other materials originating in functional divisions, branches, sections, etc., either in the Washington Office or in the Regions or Stations, having classification significance, be brought to the attention of the appropriate classification official. The same clearance should apply to situations resulting from nationwide or sectional professional meetings, as well as to information circulated by individuals at all levels of the organization through personal forms of communication.

B. Conference Reaction:

Eighty percent of the members of the conference shared the work group's concern about the increasing number of "horseback opinions" and reports that reach the regions by grapevine channels usually without the awareness of the Regional Forester. There was agreement that a more effective way--and the only ethical way--for new classification information and guidance to go to the field from the Washington Office is through the Branch responsible for coordination of that program - the Classification and Salary-Wage Branch of the Personnel Management Division. The use of a double-designation circular was suggested as a desirable way to assure that new classification information reaches the classification branch, the Personnel Management division, and the program divisions concerned.

C. Washington Office Comment: An unusual amount of correspondence among program people on classification matters may be a symptom that they are receiving inadequate assistance from the appropriate classification offices. Each classification officer should critically review the services that he is providing management, and renew his efforts to find where he can be of more help, and to gain acceptance for his classification services.

A circular will be issued to provide the support which the conference group described as urgently needed.

Recommendation No. 7 - Periodic In-Service Classification Newsletter.

A. Work Group Recommendation

A periodic in-service classification newsletter should be furnished to Regions and Stations, covering items pertinent to the classification and wage programs, such as the following: (a) Results of Civil Service Commission audits, (b) Schedules for the development and release of new standards, (c) Effects on classification of new or revised programs, plans, and organization patterns, (d) New techniques and methods in analysis and evaluation, wage administration, and classification.

B. Conference Reaction:

Three administrative officers voted against the newsletter proposal, because of the time-consuming aspects of its preparation. All others - a majority of the conference - concurred in the work group recommendation.

C. Washington Office Comment:

Our first newsletter has been undertaken as a tentative special project. Its continuation will be governed by the degree of field support which it receives. This newsletter is to be a tool for mutual exchange of ideas and material among Forest Service classifiers. For the interchange to be mutual, each classification office should make its new materials and its classification news, events, ideas, and suggestions available to others through the newsletter. Each user will be expected to make the newsletter valuable through his contribution and exchange effort.





## HIGHLIGHTS: REPORT OF WORK GROUP III

Topic: How may position description content be improved, and unnecessary paper work in the classification process be eliminated?

### I. PROBLEM:

To determine standards for acceptable position descriptions - To identify areas where unnecessary and costly paper work results from present position description practices - To seek ways to eliminate present unsatisfactory practices and improve the content of Forest Service position descriptions.

### II. FACTORS BEARING ON THE PROBLEM:

- A. Better position descriptions are needed. Certain inadequacies of Forest Service position descriptions have been identified.
1. Quotation from an analysis in 1955 of Civil Service Commission audits of seven Forest Service field areas: "Practically every audit report commented upon the inadequacy of our position descriptions, particularly with respect to completeness, clarity, and accuracy."
  2. Quotation from an analysis in 1958 of Civil Service Commission post-audit reports covering 11 field areas of the Forest Service and representing the work of seven CSC regions over a period of two years: "Of almost 800 positions audited, the CSC found that (a) grades were improper for five percent of the sample and (b) position descriptions were inadequate for 20 percent and required revision."
  3. In a CSC post-audit of a Forest Service region in 1958, "45 percent of the sample of position descriptions reviewed were found inadequate and required revision."
  4. In a Washington Office pre-audit review of field-prepared position descriptions over a period of six months, in 1958, 32 field requests for upward classification were returned without action.

Inadequate position descriptions made up about 70 percent of the reasons for return. Major inadequacies included:

- a. Use of general, unqualified terms.
  - b. Conflicts in organization affecting the level of work of the position.
  - c. Relationships with other positions unclear.
  - d. Inadequate information as to principal duties and responsibilities of the position.
  - e. Inadequate information as to nature and degree of supervision received and supervision exercised.
- B. Correction of basic inadequacies of the types cited above is essential. Such correction is time-consuming, costly, and avoidable.
- C. Trend toward simpler, clearer position descriptions.

During the past year the Civil Service Commission has worked cooperatively with Departments and agencies, including our own, in simplifying the form of position descriptions, and improving the quality of position description content:

1. CSC Departmental Circular 954 requested suggestions from agencies concerning short-cut methods and other improved approaches to more satisfactory position descriptions.
2. Forest Service Personnel Management Circular No. 58-69, with supplements 1, 2, and 3 (copies distributed) laid out an approach to reducing unnecessary paper work in classification actions as a whole, including those relating to position descriptions. It outlined a variety of techniques, principles, and philosophies believed to have value in the drive for clearer, simpler position descriptions. It encouraged field units to

experiment with short-cut methods which would result in better position descriptions, and to report such developments to the Washington Office for Service-wide dissemination. This Circular made three other specific contributions:

- a. Introduced criteria for adequacy of position descriptions, which were reported by many field classifiers to be superior to those proposed in the CSC manual draft.
  - b. Introduced a short-form position description guide which has since been authorized for Forest-Service-wide use in describing positions for which CSC standards have been published in the past five years, or other positions in the discretion of the responsible classifier. Descriptions of key-positions, supergrade-positions, and any positions which must go to the CSC for approval will continue to be prepared in SF 75A format, pending further notice.
  - c. Expressed a philosophy that is essential in a campaign for simpler, more meaningful classification techniques - that continuous information and education are necessary to achieve understanding and acceptance from operating people, and that with changed attitudes and better relationships, more direct communications in classification operations will result. This is a long-range project which must be undertaken seriously.
3. The Civil Service Commission issued a tentative manual for agency review on "Less Paperwork in Position Classification," (This manual has since been issued officially as Personnel Management Pamphlet Series No. 15, August 1959). The CSC manual describes practical streamlined procedures and encourages more meaningful position descriptions.
  4. Inadequacies of position descriptions most commonly cited include: (a) lofty wordiness and elaborate phrasing, (b) unnecessarily broad statements, (c) inclusion of extraneous materials already available in supporting documents, (d) padding, (e) restrictive and over-detailed statements, and (f) conclusions in lieu of facts (e. g., "a highly responsible task.").

### III. DISCUSSION:

#### A. A few essential characteristics of position descriptions.

1. Quality: - no particular form guarantees adequate quality. Two elements of quality are essential.
  - a. Clarity - We must understand what is said and what is meant to be said. The position description must be in clear, simple language.
  - b. Accuracy - The statements must be factual and in proper proportion to provide an objective description of the position.
2. Content - discussions about content may be organized in many ways. These basic essentials on content would perhaps be agreed upon universally as important:
  - a. The purpose and organization location of the position should be clearly and simply stated in a sentence or two.
  - b. Supervisory relationships must be clear, showing how the position relates to positions above, below, and around it in the organization. This information provides a framework for understanding and judging the level of the duties. It does not need to be lengthy.
  - c. The principal duties and responsibilities of the position must be described sufficiently in the body of the position description, so that grade levels may be distinguished by a trained classifier.

#### B. Short-cut techniques offer potential advantages for Forest Service use.

1. The work group expressed interest in experimenting with the various simplified techniques discussed, especially (a) major duties-concept, (b) position description amendments, (c) statements of difference, (d) multiple or representative position descriptions, (e) check-list descriptions, (f) special question lists, (g) reference to readily available data, (h) elimination from position descriptions of program data, organization data, or occupational data by reference to readily available data already in other sources.

2. The work group recognized also that long-range improvement of position descriptions can only result from improved relationships with operating supervisors and employees, better trained classification staffs, and changed attitudes on the part of both classifiers and management representatives.
3. The use of short-cut techniques and simplified approaches to position classification was found by the work group to make especially significant the management need for regular planned survey and audit programs.

It is necessary to know the content of all positions in the unit served, and to verify the duties, responsibilities, and relationships of sufficient numbers of positions so that intangible types of position changes may be recognized. For example, position changes most likely to escape detection, in a program using short-cut techniques, include changes in degree of responsibility, or those in general scope of the program. When significant changes in positions are discovered, classifiers must see that position descriptions are amended or otherwise varied, and appropriate evaluation action taken. Intangible changes in position content frequently have effects on the grade or the series of the position.

4. The group considered that experimental methods should be field-tested in actual operation. If they are found to be useful, they should be used or modified and then used.

#### IV. CONCLUSIONS:

- A. Forest Service position descriptions must be improved in clarity, meaning, accuracy, and completeness in all significant duties and responsibilities. "Mass verbiage" and "filler" must be discouraged.
- B. Position description content can be improved through a combination of several tested means, including the following:
  1. Continuous instruction of supervisors as to the kinds of information required in position descriptions, and as to the reasons why such information has value.
  2. Careful periodic audit and survey programs.



3. Planned and controlled utilization of short-cut techniques once they are proven to be sound.
4. Appraisal of each position description by reference to a clearly defined and understood standard of adequacy for position descriptions.

#### Recommendation No. 8 - Format for Position Descriptions

##### A. Work Group Recommendation:

1. That use of OF-8 be continued.
2. That work supervisors be required to prepare or participate in the preparation of position descriptions and to certify the summary of position descriptions under Item 13 of OF-8, after careful review of the final description.

##### B. Conference Reaction: Agreed.

##### C. Washington Office Comment:

1. Use of OF-8 will be continued in the Department and in Forest Service until further notice. The body of the description itself should be shortened wherever it will achieve the goal of reducing paper work without causing the position to be inadequately described. Each Region and Station will continue to make its own policy on assigning the responsibility for the preparation of the position description. It is the opinion of this office that the position description should be prepared by the individual who knows the job best. Regardless of who writes the position description, the supervisor is responsible for assigning the work and for certifying to its accuracy. Classification officers are responsible for seeing that this requirement is met.

#### Recommendation No. 9 - Approval of the Use of Typical Position Descriptions and Other Short-Cut Devices

##### A. Work Group Recommendation:

That the Chief's office endorse, for regional and station use, the use of typical position descriptions and other short-cut devices.

B. Conference Reaction: Agreed.

C. Washington Office Comment:

Field use of various short-cut devices, on an experimental basis, was approved and encouraged in P. M. No. 58-79 of July 7, 1958. Use of such devices is obviously subject to normal post-audit review and inspection; and to judicious controls at region and station levels to avoid abuse or misuse of these techniques and approaches.

Recommendation No. 10 - Guides for Judging Adequacy of Position Descriptions

A. Work Group Recommendation:

That guides for adequacy of position description content to assist in the preparation of position descriptions be provided. That we continue to use the SF-75A format as a guide for position description content and that the use of exact factor headings be permitted at the discretion of the regions or stations.

B. Conference Reaction:

Differences of opinion existed on approximately a 50-50 basis, as to the value of SF-75A as an outline for all position descriptions.

C. Washington Office Comment:

Operating officials would benefit greatly from a good written instruction on the essentials that should be covered in a position description, tailored specifically to individual region or station needs. It would be worthwhile for the field offices to prepare such an instruction for the operating officials based on the Civil Service Commission's "Standard of Adequacy" policy contained in Chapter P. 2-7 of the Federal Personnel Manual. SF-75A need not be used except with special key positions required to be submitted to the Civil Service Commission for approval, and other very unusual positions.

## Recommendation No. 11 - Use of Major Duties Concept

### A. Work Group Recommendation:

That the Washington Office not restrict regions and stations to description of major duties in position descriptions.

### B. Conference Reaction:

Many participants did not at first understand the concept. Once certain questions were clear, there was general approval of the use of major duties.

### C. Washington Office Comment:

This office does not intend to restrict the field offices in deciding the content of position descriptions, but will audit for compliance with instructions as to simplicity and content. All classifiers should be careful to avoid criticism of the amount of paper work involved in the effectuation of the classification program. Refined descriptions of minor duties are often burdensome and unnecessary. Encouraging operating officials to restrict the description to principal duties and responsibilities is one way of keeping the paper work and the resultant criticism to a minimum, and of achieving a more cohesive position description.

## Recommendation No. 12 - Content of Position Description

### A. Work Group Recommendation:

That we encourage more use of examples in position descriptions to clarify duties, responsibilities, complexity of work and personal work contacts. That we not set an arbitrary limit on the length of the position description but that we do strive for conciseness and brevity.

### B. Conference Reaction:

There was divided opinion as to the need for examples in position descriptions in series for which adequate standards exist. There was agreement on other parts of the recommendation.

### C. Washington Office Comment:

No attempt has been made to use arbitrary or substantial controls.

## HIGHLIGHTS: REPORT OF WORK GROUP IV

Topic: Are we using the best available approaches to evaluating positions?

### I. PROBLEM:

To assess the potential of current job evaluation methods and standards-development approaches in meeting today's position classification needs.

### II. FACTORS BEARING ON THE PROBLEM:

- A. Inspections, desk-audits, and other indicators show that much needs to be done in strengthening the soundness of evaluations and in achieving more frequent classification surveys in the Forest Service.
- B. Lack of accomplishment of planned annual audit of 25 percent of our positions indicates that a new approach may be needed.
- C. Developments in classification techniques and guides, made by other Federal agencies, offer challenges and opportunities for improvement of Forest Service classification and wage practices.

### III. DISCUSSION:

Several problem areas were reviewed, as summarized in A through D below:

- A. The Society for Personnel Administration pamphlet, "Position Evaluation Techniques" was reviewed.
  - 1. This pamphlet makes two recommendations for Federal Service-wide application in evaluating positions: (a) an eclectic approach - the various evaluation methods tailored to fit needs of the agency occupational structure; and (b) use of general-level evaluations to achieve cross-series equity, by comparing positions in terms of common elements found to be grade-controlling in most Government occupations. (Navy's Position Evaluation Pattern concept is cited as a sound tool for this purpose.)

2. This pamphlet stresses flexibility, an open mind, and intellectual curiosity on the part of the classifier: "More important than any evaluation device is willingness to listen to any one with a good idea and to recognize that our own good ideas sometimes grow out of date."
- B. Advantages and disadvantages of Civil Service Commission position classification standards were discussed. Agreement was reached that the development, interpretation, and maintenance of classification standards is a highly technical task requiring extensive training and experience and adequate time for concentrated analytical effort.
- C. Participation by operating officials in the development of position classification standards was discussed.
1. Operating program representatives can contribute to standards-development in the following ways: They can
    - a. Supply background information as to characteristics and basic assumptions of the occupation being studied.
    - b. Provide information as to organization framework and relationships, and as to organization changes affecting classification.
    - c. Select and describe positions typical of existing work situations, and project potential work situations to be covered in the standard.
    - d. Serve as expert advisers as to equitable position relationships and reasonable grade-structures for the occupation.
  2. Operating officials should be asked to help in standards development. A classification standard in most cases is sufficiently important to the Service that the outlook and needs of the various program people at Washington, region, station, and lower levels in the organization must be known, in reflecting the agency's needs.



D. Participation expected from fully trained and experienced field classifiers, in the development of standards, evaluation techniques, and plans:

1. A classification officer, in addition to knowing and keeping up with new evaluation methods, techniques, and movements, collects standards data in his region or station by the following activities:
  - a. Provides and interprets, in terms of the standards topic, the official plans of the Regional Forester and his staff, the supervisors and their staffs, and the District Ranger, for work to be accomplished.
  - b. Provides, explains, and relates to positions, organizational and functional information, training manuals, and projected programs.
  - c. Provides, explains, and answers questions about current and proposed positions which may serve as illustrations for the standards.
  - d. Outlines or spread-sheets related standards, proposals for standards under development, and related positions.
  - e. Provides narrative statements of history and future plans for development of the occupation and the programs in the region or station, to show the scope, size, complexity, and difficulty, and changes in the types of positions being studied.
  - f. Audits positions, talks with supervisors, and observes work in arriving at data which may show bases for revision of standards, such as discrepancies among standards for closely comparable positions, or technological developments.

- g. Develops and assumes responsibility for accuracy and completeness of other data requested by the central office such as chartings of relationships between occupations, by factor and by grades.
- h. Visits nearby regions and stations to work with associates in collecting, compiling, and integrating data collected.
- i. Serves on details to Washington Office or other locations to work with Service, Department, and Civil Service Commission standards specialists in selecting grade-level elements, specializations, examples, and other working material; and in blending these and other evaluation data into a draft of a standard.
- j. Participates with representatives of the Chief's Office, groups of program officials, and others in validating standards drafts by application to Forest Service positions.
- k. Makes critical reviews and evaluations of standards drafts as assigned by Washington Office, with consideration of the long-range value of the standards both to the Service and to the jurisdiction which the classifier serves.

Examples of field contributions, in addition to the major work by Washington Office:

In 1957 - 1958, man-days devoted to fact-finding and planning, related to standards projects, were reported as follows:

<u>Region</u>	<u>Man-days</u>
5	65
1	45
4	20
6	10

Potential Forest Service use of some of the evaluation methods or principles of other agencies was considered, as summarized in E through G below:

- E. Navy's point method for evaluating Navy positions under the Classification Act was summarized, and visual aids illustrating Navy grade-level charts were examined.
1. The Navy Position Evaluation Pattern was described as a classification tool of value to classifiers in agencies other than Navy, as a check in cross-series comparison, and as a general evaluation guide in cases where published standards are not directly applicable.
  2. Navy Series Evaluation Charts were described as chart-form standards, written in terms of factors around Navy positions, and capable of conversion to Classification Act grade-levels. These charts have only general application to positions outside the specific organizational jurisdiction for which they were developed, but were presented as interesting devices which may serve as examples of ways in which agency classification material may be organized for grade-level guidance.
  3. The proper use of Navy methods - or those of any other technical approach - requires careful training and orientation of classifiers, as well as cooperation from operating officials, and careful follow-up check, through periodic audit and survey, of the resulting classification structure in the unit to which the method applies.
- F. Army's periodic survey method was discussed, as it was found to operate in an Army Headquarters visited.
1. The Army area visited and reported upon by a Forest Service classification officer was a Headquarters of an Army - a region larger than a comparable Forest Service region. In that area, seven classification and wage staff members, in grades GS-7 through GS-13, provided full classification and wage services for 2500 Classification Act and 1100 active wage board positions in a variety of occupations and grade

structures. Most classification and wage requests were acted upon within a period of two weeks. Eighty percent of the actions resulted from surveys and 20 percent from individual requests for classification action. Operating supervisors were periodically given group and individual instruction on classification matters of significance to the supervisor's responsibilities and interests. Commitments as to when an action would be completed were made within three to five days from the receipt of a request for classification action. Under a progressive, active, and planned survey program, 50 percent of the positions in the Army geographical area are audited annually. Survey preparation involves discussions with all supervisors and employees in organized groups. An Army script for an illustrated discussion of classification principles and procedures, as used in an opening of each major survey, was presented to the conference.

- G. A plan proposed by the Agricultural Research Service for the evaluation of scientists and their positions was discussed. It was described as an approach which had been proposed to the Civil Service Commission, but at the time of publication of this report had not yet been made official.
- H. The major characteristics, procedures, advantages, and disadvantages of the four major industrial systems of job evaluation - job ranking, point rating, factor comparison, and classification - were reviewed and summarized briefly. Their potential value to the Forest Service was evaluated as being largely in the field of examples for use in checking decisions made under the mandatory classification plan.

#### IV. CONCLUSION:

The best approaches to evaluating positions will be achieved (a) if region and station classifiers are kept informed on all phases of significant developments; (b) if they are provided with pertinent evaluation guides; and (c) if region and station classifiers furnish full cooperation in a Service-wide program for better evaluation techniques.

V. RECOMMENDATIONS:

Recommendation No. 13. Visual Aids Concerning Position Classification.

A. Work Group Recommendation:

That a new visual training aid be provided the field to replace "Classification in a Nutshell" which is now "shopworn".

B. Conference Reaction: Agreed.

C. Washington Office Comment:

The development of a visual aid such as "Classification in a Nutshell" is obviously a Department responsibility. The pamphlet, visual aids (film and record) have been brought up to date. Our Department contacts indicate that no plans are in process at this time for the development of a new and different visual aid. Any firm and specific proposals or suggestions should be drafted and submitted officially by regions and stations.

Recommendation No. 14. Classification Handbook for Supervisors.

A. Work Group Recommendation:

That a booklet similar to the Navy's Handbook for Supervisors and Employees of the Naval Establishment be procured by the Chief's Office and sent out to Regions and Stations for distribution to supervisors and employees.

B. Conference Reaction: Agreed that such a guide is needed.

C. Washington Office Comment:

When the Forest Service Handbook was developed in draft form in 1957, about half of the contents in the classification chapters were adapted from the Navy handbook cited. Thus much of the material requested is now already in Forest Service publications, though not in the



style of the Navy publication. Members of training groups attending Washington Office classification courses have been supplied with a total of 50 Navy handbooks since 1958. These were to be used as part of regional and station libraries. In addition, a small further supply will be distributed as soon as it is available.

We believe that under a high-powered classification program such as that expected of Forest Service field units under delegated authority, an original Forest Service handbook or pamphlet for supervisors should be developed, geared to Service needs. Such a project requires cooperative effort of Washington Office and field units and involves long-range planning. Leadership will be provided in this area in 1960 under our current plan of work - but field assistance will be required if it is to fit field needs.

Recommendation No. 15. Responsibility Distribution and Staffing

A. Work Group Recommendation:

That the classification program for Regions and Stations be defined in detail by the Chief's Office, and adequate staffing as determined by the planned revision of the correlated standards be provided to accomplish this work - this to include adequate allowance for the full job including special projects undertaken.

B. Conference Reaction: Agreed.

C. Washington Office Comment:

Parts of the project related to increased staffing have been discussed in Recommendations 3 and 5 above. With regard to responsibility distribution for position classification, a chart will be prepared before the next general meeting.

Recommendation No. 16. Grade-Level Charts

A. Work Group Recommendation:

That "grade level" charts for series of positions commonly used by regions and stations be furnished all classifiers. Charts similar to those developed in the Department of Defense and in other agencies are recommended. (Preliminary list attached.)

B. Conference Reaction:

Discussion of the recommendations revealed that the work group intended that the grade-level charts requested be developed by the Chief's Office. There was general agreement that such guides were desired if available.

C. Washington Office Comment:

The use of Navy evaluation techniques was introduced in the plans of this conference, not with the expectation that these devices would lend themselves to substitution for Civil Service Commission standards, but for their value as examples of ways in which an individual agency may sharpen its evaluation technique through custom-made guides.

In our opinion, a sound approach to position classification today may best be achieved through a synthesis of such various methods and concepts as those explored during this conference.

Actual contents of most of the series evaluation charts and grade-level charts suggested have been outdated during the past 18 months in whole or in part, through publication of revised standards. Departments responsible for the development of these charts have informed us that they, like ourselves, have been occupied in cooperating with the CSC in the presently accelerated standards program to such an extent that the agency charts have not as yet been uniformly revised for currency. However, while the particular charts may be out of date, or inappropriate for direct Forest Service use because of their primary application to another agency, the principle behind evaluation charting technique is sound and of value to the Forest Service.

Some encouraging undertakings in chart development have been completed and others are in process as an important part of current programs for the intensive development of position classifiers. Field units are informed of the results of these undertakings as each pilot study is completed and approved for Service use.

In urging that all standards now on the books be charted at this time and sent to the field, the work group apparently overlooked one aspect of the situation. This is the fact that many published standards do not lend themselves to charting because of the same reason that they are now considered less than satisfactory -- they contain insufficient level-by-level distinctions for meaningful charting to be achieved without a complete re-work of the standard.

For example, we know that the standards for Fire Control Aid and Technician, Forestry Aid and Technician, Range Conservation, and Research Forester can be charted, because they were originally developed on the charting principle. On the other hand, a member of the 1958 trainee group found that Part I of the Forestry standards could not be charted successfully because of discrepancies and blank spots which were pointed up in the process of charting. This is apparently a result of the cutting that was done on this standard after it was prepared in much fuller form.

Because of such flaws in the older standards, we do not endorse the work groups' suggestion to chart standards published before 1958. We do strongly endorse the practice of charting all new standards as soon as they are issued, so that the charts may serve as a strong aid in implementing the standards and in discussing their content with operating people. With cooperation and mutual exchange among all field units and Washington Office, in such an undertaking, the Forest Service could be well-stocked with current, up-to-date, and custom-tailored guides in a few years.

We have no objection to Forest Service field units using their local contacts with other agencies to collect whatever grade-level charts and other classification aids are available, in exchange for any Forest Service material which may be of interest to other agencies, provided they understand the limited validity to Forest Service situations of such material.

For the reasons indicated, we prefer that this type of interchange be kept on a local informal basis, and that field representatives send samples to Washington Office of material gathered in this way, as is frequently done and will continue to be done here, and as is and should be done informally among regions and stations. Grade level charts are designed as tools for the technical use of classifiers. They should not be placed in the hands of operating officials without thorough orientation to their proper use.

While we shall continue to provide guidance to the field, as illustrated by the large number of Washington Office standards activities during the past two years, the emphasis must of necessity be upon meeting the numerous due-dates set in the Civil Service Commission standards program, in ways that will contribute to the advantage of the Forest Service as a whole. In the meantime, as guides are developed cooperatively between this office and field units, they will upon their approval by this office, be recognized and distributed to the field as official Forest Service supplemental guides.

If, in addition, field classifiers expect immediate Service-wide development of evaluation aids to the extent indicated in the group's recommendation, such a production project would require extended detail of some of the more skilled field classifiers. The Washington Office, under present concepts of organization, is not staffed to undertake the mass development that would be involved in projects for charting 30 or more series, in addition to current commitments to the Civil Service Commission standards program.

In the meantime, any experimental work that a field office wishes to undertake to meet various local needs for specific classification guides, following the work group's suggestion, will be guided and reviewed carefully by this office. P. M. 59-10 encouraged such activities on the part of field units and offered Washington Office help. Under a system of decentralized classification and delegated authority, much of the developmental work must evolve from needs identified at field levels.

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Recommendation No. 17. (Same as Recommendation 7, p. 48)





## HIGHLIGHTS: REPORT OF WORK GROUP NO. V-A

Topic: What classification and pay problems specific to regions are most urgent in meeting today's challenge?

- I. PROBLEM: To seek answers to miscellaneous questions and items of interpretation which Regional Classification Officers have posed in both classification and wage administration fields.

### II. FACTORS BEARING ON THE PROBLEM:

- A. Common Problems. In a number of areas, doubt exists in the minds of regional classification officers as to the uniformity of interpretation between the Washington Office and regions, and among regions. Such interpretations involve the application of classification standards and practices and the administration of wage board activities. Common questions can be discussed with mutual advantage in a service-wide meeting of this nature.
- B. Importance. The problem is important for the reason that classification officers are not always moving aggressively or consistently in areas of doubt.
- C. Objective. To secure a mutual exchange of ideas in an effort toward greater uniformity in interpreting of standards and application of policy in both classification and wage administration.

### III. DISCUSSION:

- A. Classification Standards for Positions of Supervisors over Positions in One-Grade Differential Category.

(Major characteristics of the Civil Service Commission's tentative standards for supervisory positions were reported by a Washington Office representative. The standards, in tentative draft at the time of the meeting, have since been substantially revised and published as official CSC position classification standards.)

B. Classification Standards for Forestry Series, Part I.

Attention of the group was called to needs for clarification leading to a uniform interpretation of the principle expressed in the last paragraph of page 11, and work situation M on page 83 of the Forestry Standards, GS-460-12, Part I. Civil Service Commission standards representatives have informally questioned the Forest Service as to the intent behind the inclusion of certain statements that can possibly be interpreted as permitting the automatic combination of two GS-11 Forester functions to make a GS-12 position. The Civil Service Commission had also requested Washington Office agreement to elimination of Work Situation M from the GS-12 level of the standards. The reason for the request was that the CSC standards writers were receiving requests from other agencies to incorporate similar provisions in situations not comparable with the original intent of the principle meant to be expressed.

The Chief's Office representative, in a conference with the CSC and the Department, objected to the requested elimination as being an implication of a correction of an error. He agreed to consult with others in the Service, and to attempt to arrive at a modification of wording that would more clearly define the intent of the application of the principle.

The Region 4 representative explained the general criteria which he was using advisedly, while actually resolving each case on its own merit. Briefly, if a position meets all of the following criteria, it is further considered by Region 4 for classification at the GS-12 level:

1. The position includes forest-wide program responsibility for two or more recognized functional activities.
2. At least two of the functions of the forest position are evaluated at the GS-11 level.
3. The time required to give direction to each of two GS-11 functional programs amounts to 25 percent or more of a man-year on the part of the incumbent of the position. Some Region 4 positions have not been approved, although they did meet these criteria. Nothing less than the level described in these criteria has been approved in Region 4 for GS-12.

Representatives of Regions 2, 3, 5, 6, and 7 reported that each had used Work Situation M to a limited extent and considered that the positions to which it had been applied could stand up under audit. Regions 8 and 9 did not indicate that they had used Work Situation M to classify a forest staff position in GS-12. No representative was prepared at the time to offer a modification of the wording in the example, except for the one submitted by Region 1, which was not considered sufficiently specific. Region 4 criteria were judged by the conference members to be sound, but not sufficiently specific in describing job elements that would show why the GS-12 allocation is appropriate. General discussion by those present indicated that all were in favor of retaining the Work Situation M example in the standards, and would prefer to leave it exactly as it now appears in the printed standards.

- C. Inadequate Wage Survey Methods. The Region 2 representative posed a problem that was said to be universal with the Western Regions - how to determine equitable wage rates in areas where inadequate wage survey data are available, or in areas where industrial rates do not represent competitive rates for Forest Service work. A solution reached by Region 2 was described. That region has certain scattered locations which are difficult to survey realistically, within the intent of present Department wage board survey principles. Region 2, through the limited surveys that have been possible, has determined that the rates used in such locations by a particular public utility company do represent prevailing rates. In another area Army-Air Force rates are used. In two zones in the Western part of the Region, Army Air Force rates are reduced proportionately to bring them into line with utility company rates. A Washington Office representative pointed out that in areas where surveys cannot possibly be made, for reasons such as those given in the example, the Regional Wage Board is now authorized to make administrative application of Classification Act rates. There was not universal agreement that such a step would provide the solution desired.

D. Requirement that Fire Fighter (Unskilled) Rates be Equal to Laborer II Rates.

The Region 2 representatives, speaking for Western regions, explained that the Department's instructions in Title 8AR require that the wage rate for unskilled fire fighters be equated with the prevailing wage rate for Laborer II and that this requirement makes a serious problem for Western regions. He expressed the opinion of Western regions that the pick-up fire fighters are not equal in quality to other laborers selected by the Forest Service for regular employment.

The Region 4 representative pointed out that payment by Forest Service of these rates, which are considered by Forest Service people to be too high; relatively speaking, has had a destructive effect upon cooperative relationships of the Forest Service with other fire fighting agencies, such as the States and the Timber Protective Associations. These agencies are not willing to match Forest Service rates for these substandard employees. Unless Forest Service can establish rates closer to those of the States, there is possibility that the States and protective associations will protest to the Secretary or the Congress.

A Washington Office representative reported results of a conference with chiefs of fire control programs in the Chief's Office and in the field. Each had considered casual fire fighting work to be as difficult as the normal run of Forest Service laborer work, and thereby implied that it should be paid at comparable rates.

Region 8 representatives reported similar situations, where the Service had been required to comply with minimum wage laws, but the States had paid materially lower rates. That region is not receiving the same problem as are the Western regions, however, because of differences in competitive pay levels.

The Region 1 representative reported that the need to adjust the pay for casual pick-up fire fighters is a source of concern in that region. Large numbers of casual workers are needed very quickly in times of fire emergencies. Many of these men are recruited from cities. Some come from "skid row" sections. Many of these men would be unemployable, except



for this type of emergency work, and would be undesirable as regular employees. They constitute the region's only source of quick manpower, available in large numbers. Most are not in condition for hard physical labor, even if otherwise qualified. Only limited screening of these employees is possible. Rates for these workers, when considered to be out of proportion to those paid other regular workers, cause lowered morale among regular employees in the Region.

Representatives of Regions 4, 5, and 6 indicated that each of their regions faced the same problem as was stated by Region 1. Because of the availability of organized Indian crews, Region 3 does not depend upon the use of pick-up fire fighters to the extent described by the other western regions. Region 2 was described as depending largely upon Indian teams recruited in Region 3.

A Washington Office representative summarized the situation as being rather hopeless, as presented by the Western regions. He felt that, in effect, the Western regions were trying to get a lower wage rate for persons performing work as difficult as that performed by the others, on the basis of limited output to be expected.

The Region 3 representatives suggested the possibility of (a) surveying agencies using the fire fighters, (b) setting a rate for fire fighting on the basis of survey information, and (c) equating the Laborer II rate with the rate so established. This would mean, in substance, determining what rate is being used by States, counties, and timber protective associations adopting that rate for casual fire fighters; and then setting Laborer II rates equal to the fire fighting rates. The proposal seemed to offer some appeal, but acceptance was not universal.

Washington Office representatives stated that the Service would not be able to get approval from the Department to use a lower rate for fire fighters than is paid for other unskilled laborers. Representatives of all regions entered into the discussion, but it was apparent that the problem was acute in only the four regions in the Northwestern United States and in California. Other than the Region 3 suggestion, no one alternative was proposed to that of continuing to accept and use the standard rates.



E. Difficulty of Using the Department's Ladder Diagram.

Region representatives described their concern over the fact that all described wage board jobs are not now on the Ladder Diagram provided by the Department. For this reason, the work group expressed their difficulty in using the Department's now incomplete Ladder Diagram in setting wage rates from surveys of key jobs. Identical jobs in some cases were said to vary between regions from Level 3 to Level 8 or 9.

A Washington Office representative suggested that each Regional Classification Officer submit to the Washington Office a list of those jobs in his region, which are not on the ladder diagram, together with a recommendation as to the appropriate level for each such job. Also suggested by another Washington Office representative was a revision of manual definitions of those jobs peculiar to the Forest Service, and use of an actual job evaluation system for wage board jobs, similar to the Army's factor-comparison point system. Group members questioned whether Forest Service wage administration needs the complications that might result from a job evaluation system as complex and refined level-wise, as those necessary in the Department of Defense.

Opinion appeared to be universal (a) that described jobs not now on the Ladder Diagram should be inserted at the proper level, and (b) that a new job evaluation system is not desirable under present staffing and work situations.

IV. CONCLUSIONS:

- A. Field members are satisfied with the present working of Situation M in the standards for GS-460-12 staff positions. However, since the question has been raised as to its clarity, a modification appears to be necessary.
- B. The Western Regions face a complex problem in correlating fire fighting rates with Laborer II rates.
- C. Forest Service wage board programs require constant ingenuity, such as that reported by Region 2, in securing and adapting wage survey data in areas of scarce wage population.
- D. There is a need to overhaul the Department of Agriculture Wage Board Manual.

## V. RECOMMENDATIONS:

### Recommendation No. 18: - Further Interpretation of GS-460-O, Part I.

#### A. Work Group Recommendation:

That the field have further opportunity to comment upon any modification of Work Situation M, before final submission to the Civil Service Commission, if and when any such revision is developed.

#### B. Conference Reaction: Agreed.

#### C. Washington Office Comment:

We will do our best to comply with this request, unless time requirements prohibit our doing so. In the meantime, we will inform you if we are required by the Civil Service Commission to take further action on this problem. Each region should continuously review all situations in which this provision has been used, and supply this office with a periodic report listing all Forestry positions currently classified in GS-460-12 on the basis of the Work Situation described--that is, a combination of two or more GS-11 functions rather than on the basis of one GS-12 level functional area in the position, when such areas are actually incidental to the major functional area.

/NOTE: Reports were collected from representatives at the conference on this subject, but this list may become non-current over a period of time and may require modification by the time further action is requested.

### Recommendation No. 19 - Adjustment of Fire Fighter Rates

#### A. Work Group Recommendation:

That regions be permitted to establish unskilled Fire Fighter rates by survey of fire fighter rates paid by state and local forestry departments and timber protective associations, provided that the Minimum Wage Law is observed; and that Laborer II rates be established in conformity therewith.

B. Washington Office Comment:

We must recognize that there are two basic principles that must be observed in reaching a decision on this recommendation -- (1) Fire Fighter positions not covered by the Classification Act must necessarily be Wage Board jobs, and (2) Congress has directed that rates of pay for wage board jobs be based on local prevailing rates.

In an attempt to provide uniformity among the various skills the Department has classified wage board jobs by levels. They determined that the work performed by Unskilled Fire Fighters equated level 2. However, this last spring, the Department conducted another study and found that a lower level of work was performed at certain times because of the qualifications of the people employed. Our 6150 memorandum of July 1, 1959 transmitted a definition of this work, and provided for equating it with level 1.

At the time of the Department's finding it appeared to be a satisfactory solution to the immediate problem. As long as the law reads as it now does, we will not be able to set wage board rates through negotiation.

Recommendation No. 20 - Revision of Wage Board Manual

A. Work Group Recommendation: That the Department be urged to give early consideration to the revision of the Wage Board Manual and that immediate steps be taken to incorporate into the Ladder Diagram those titles now used but not included in the Diagram.

B. Washington Office Comment: We will be glad to do this.

Recommendation No. 21 - Distributing Wage Information

A. Work Group Recommendation: That, as a method for arriving at equitable wage board rates in areas where inadequate data are available, the Regions should advise the Washington Office as to methods they have developed to meet particular situations, and the Washington Office in turn should transmit this information to other Regions for further application.

B. Conference Reaction: Agreed.

C. Washington Office Comment:

Some time ago we and the Agricultural Research Service, with the approval of the Department, developed plans for a complete review of the policies, practices, and procedures of the USDA Wage Board System. The objective of this project is the preparation of a comprehensive wage board manual, for Department-wide use. It will provide in one package an evaluation system for wage board positions, guidelines for conducting wage surveys, pay administration information, qualification standards, and other instructions that apply specifically to wage board employees and positions.

Work has already begun on this project and with your cooperation, we expect material progress to be made during fiscal year 1960.





## HIGHLIGHTS: REPORT OF WORK GROUP No. V-B

Topic: What classification problems specific to stations are most urgent in meeting today's challenge?

### I. PROBLEM:

How may program officials (and operating supervisors) be provided with guide lines to help them carry out their classification responsibilities, and how may station administrative officers gather additional guides for their technical use in the classification process?

### II. FACTORS BEARING ON THE PROBLEM:

- A. Many series of positions commonly used by stations are not covered adequately by clear and usable published standards or graphic guides, such as grade-level charts.
- B. Analysis of individual positions and of relationships among positions and among organization units is difficult at the station level, because of a lack of current and usable functional organization charts for Washington Office research divisions and for stations and field units.
- C. The prompt preparation of adequate position descriptions is hampered by the lack of good models. This lack is most apparent when positions which lend themselves to standardization are not now covered by sample or pattern descriptions. Some station administrative officers feel that the time and effort to compose individual descriptions in such cases could be used to more advantage in educational and advisory contacts with operating officials.

### III. DISCUSSION:

- A. One station representative expressed the theory that the administrative officer, as classifier, should be expected to provide complete services for research administrators in order to utilize the time and effort of researchers fully for research work.

- B. Another station administrative officer presented a review of series evaluation charts and grade-level chart techniques (which have been described by Work Group No. IV) for their value as guide line tools for station use. He also discussed the educational experience of charting the recently published standards for Forestry (Research). He suggested similar grade-level charts for Entomologist and Plant Pathologist positions. Another suggestion was that the Forestry (Research) series be recognized as bench marks for cross-series comparison in taking classification action on these other biological science positions which had not been covered by the more recent forestry standards.
- C. A chief of station management reviewed the need of stations for organization charts, in the interest of orderliness, and to depict program responsibilities at all levels from Washington Office research divisions through stations and field units. He related the impact of expanding programs to the increasing management needs for current organization and program information readily available in chart form. He suggested that program expansions, as reflected in official organization charts, would enable the classifier to do a better job of relating positions to each other, and of evaluating them. The effect of changing organization patterns upon individual research positions must be perceived a year or two in advance for classification purposes, as well as for other management purposes.

In order to advise management officials currently and effectively, the classifier must have access to current and complete charts for all units served. Without up to date and adequate tools, continuously maintained, the classifier is handicapped.

The group reviewed Army guide lines on organization charting in civilian personnel administration, Navy and Department of Labor position classification handbooks for supervisors, and the Society for Personnel Management's pamphlet on Position Evaluation Techniques. These guides were considered by the group for possible application to station situations where local classification programs, under delegated authority, are in their infancy.

- D. A classification officer suggested that representative job descriptions be sent to all stations to be used as guide lines for positions which lend themselves to following a model. This does not deny the Forest Service principle that the best individual position descriptions are written by a person who knows the position best - whether that person is the supervisor, the employee, the position classifier, or all three. Research people who assign the work are expected to describe the duties and responsibilities assigned and position relationships. Nevertheless representative position descriptions can serve as guides in many instances. Their use can often serve to save the research man's time by showing just what is wanted.

Examples cited of the cooperative preparation of position descriptions included (1) The program information, position description, and evaluation report supporting the Editor position at the Pacific Southwest Station, which was considered to be helpful to stations in planning and carrying out the classification of related and comparable positions; and (2) P. M. 59-10 in which Washington Office provided guidance to the field as to elements that had been found to be significant in classifying positions of administrative assistants at Division level in regions and possibly stations.

#### IV. CONCLUSIONS:

Station representatives concluded that a major road-block to getting acceptance from operating officials is the inadequacy of available guide materials for use of the administrative officer in answering such questions of management representatives as those concerning (1) aspects of positions which should be covered in position descriptions; (2) grade-level distinctions, (3) availability of current and accurate organization and program information, (4) use of standardized position descriptions for more routine positions, and (5) how to write position descriptions.

They concluded that many current station problems in position classification could be solved by three important tools: (1) grade-level charts and similar graphic aids for all station positions; (2) use of functional and block organization charts; and (3) use of typical position description as guides for more routine positions.

For meaningful participation in position classification the research official must be informed of what classification services can do to help in the administration of his program, and of his own classification responsibilities as operating supervisors.

V. RECOMMENDATIONS:

Recommendation No. 22. Grade-Level Charts (Same as Recommendation No. 16, Page 64)

Recommendation No. 23. Organization Charts for Stations

A. Work Group Recommendation:

That the following action be taken with regard to organization charts at stations:

1. The chart issued by Washington Office of typical functions of stations should be brought up to date and reissued to administrative officers responsible for classification.
2. Functional organization chart of Research Divisions in the Washington Office should be reissued to classifiers.
3. Stations should develop functional and block organization charts by positions of the station headquarters organization and each field unit (i. e. , Center, Branch, and Laboratory, etc.)

B. Conference Reaction:

Conference members agreed that classifiers need organization and functional charts. Agreement was not universal that station classifiers should be furnished charts. It was rather considered part of the classifier's job that he request and see that he is able to have access to current charts, and if necessary, that he draft the charts required to reflect his findings and to support his classification decisions. It was agreed that he has every right to request and insist upon having the information required to make classification decisions.



C. Washington Office Comment:

We will endeavor to see that guide line charts are issued as soon as practicable, and that each station Administrative Management Division receives copies. Stations are urged by Washington Office to accept and assume their responsibility for seeing that charts are developed and maintained at each station and at subordinate levels, as a responsibility of the division of station management and of line supervision. See Federal Personnel Manual, Chapter A-4, responsibilities in position classification.

Recommendation No. 24. Typical Position Descriptions for Stations.

A. Work Group Recommendation:

That typical position descriptions for Research Forester positions, grades GS-5 through GS-13, be issued to station classifiers to serve as guides for technical personnel preparing position descriptions.

B. Conference Reaction:

Conference members agreed that typical position descriptions could be valuable guides, if they were truly typical and illustrative of the work done. The need for such guides appeared to be limited to stations, where the assumption of classification authority is a recent or an in-process development. Some representatives opposed the use of typical position descriptions as cumbersome and likely to be misquoted or otherwise misused. It was also pointed out that such tools could become harmful to the long-range classifier-operating official relationships if they became a substitute for description of the actual duties assigned, and if they should be used as substitutes for a periodic re-analysis of the position or for the continued communication between the personnel representative and the supervisors and incumbents of positions.

C. Washington Office Comment:

A basic premise of decentralizing personnel management authority is that the work at the various organization units is sufficiently different that the various personnel



management functions - including position classification - can be accomplished most effectively by individualized treatment at the operating level. This principle is diametrically opposed to the theory of highly standardized and centralized organizations - the belief that field situations are so much alike that their positions can be described and classification action taken at some centralized point, such as a headquarters office.

If we are to assume that Forest Service personnel management policy is to continue to move forward toward further decentralization - as covered under other recommendations - we must then assume that work situations in the various field units have been found to be sufficiently different that agency-wide position patterns may rarely apply without modification.

Some Forest Service field units developed region-wide and station-wide "pattern descriptions" which have been found actually to describe much of the work performed, and thus to facilitate economical use of the time of all concerned. On the other hand, many standardized position descriptions have been found to be inadequate for classification purposes. Any system of standardization of position descriptions must be administered and controlled carefully and must be subjected continuously to tests against standards of adequacy for position description content. It must be supplemented further by continuing effort to obtain understanding, cooperation, and participation in position classification matters from operating officials whom we serve.

## SUMMARY - CAN CLASSIFICATION KEEP PACE?

Two considerations came up so frequently in the work group sessions that they can be assumed to constitute major problems to Forest Service classification officers. Because these topics are interrelated, they are discussed together:

(1) Classification people expressed a pressing need to obtain better understanding and cooperation from operating officials (program people and employees) and to have the unique function of classification recognized as a facilitating and advisory service rather than a paper-completing process, after decisions and commitments have been made.

(2) Classification officers are aware of the equally pressing need to "get on top of the job" --that is, to adjust program emphasis in a way that will permit greater and more timely attention to active planning with program people. These two needs are related closely to each other and to the classifier staffing situation, from the point of view of selection, type, training, and quality of staff, as well as number of staff. Some clarification of the role of classification in the Forest Service and a change in the attitude of some classifiers and of program people seem essential, as one key to the solution of these multiple but interrelated problems. Wide dissemination of the sound policy of the Chief, as stated in his message to the conference, would do much to clarify the thinking of classifiers and operating personnel.

From the classification officer's point of view, he must be able to plan his program so that he will be free and equipped to advise and plan with top management officials promptly and properly, when he is consulted on matters of long-range and important classification significance. To do this, he must have opportunity to, and be motivated to keep himself current on evolving developments in the field of personnel management in general and classification in particular, as well as on changing aspects of the Forest Service program. He must be able to devote a large part of his thinking time to working out constructive ways to relate technical developments in position classification to changing needs of the Forest Service. This kind of thinking cannot be done on a crash basis. It requires reflection and, to some extent, detachment from day-to-day individual case work, just as much as cognitive processes are required in other thinking jobs in the Forest Service or other scientific agencies.

Most of our Classification Officers recognize the heightened challenge of the classification job - as it should be done to meet today's needs of the Service. They are prepared to undertake the additional training, self-discipline, or personal change in rising to this challenge. However, for a classification officer to be prepared to attain the level of operation described in the preceding paragraph, and to be of maximum use to the Service in carrying out this important function, he must have competent and trained staff members on whom he can rely to make skillful use of an increasingly technical body of work methods, concepts, research findings, and methodology - a body of highly complex subject matter which may not be assumed to be absorbed through a short course and on-the-job training. A position classifier today in a dynamic agency like the Forest Service, must understand psychological aspects of the interview and other fact-finding approaches. He must have command of principles of organization analysis and management to enable him to understand organization patterns, and to appreciate the effect upon positions of technological change or modified programs, even when the basic program responsibility is unchanged. He must be skilled in application of rating theory in evaluating positions. He must understand and apply concepts of occupational groupings and distinctions from a nationwide point of view. He must be able to provide instruction to operating supervisors and employees that will command respect as well as achieve understanding. He must assume a heavy part of the responsibility for achieving better relationships, even if he feels that he has already gone 50% of the way. He must go beyond the half-way mark. He must achieve such knowledge of the positions being serviced that operating officials will not want to by-pass him - they will rather seek out his advice and opinion, because they think it may be better than their own. Such situations are achieved, however, only where the classifier's evaluations, suggestions, and considerations are, in fact, made on an objective, professional, and understanding basis, to such an extent that operating people respect his knowledge, understanding, and breadth. Most of all, the classifier must remember that he too can make mistakes and therefore he must avoid inflexibility and a closed mind.

These goals obviously require growth on the part of the classifier - as much as they require cooperation of operating officials and employees. They also require a raised perspective on classifier staffing and on the role of classification.

Learning is defined psychologically as "A process which results in a change in the individual's ways of responding as a result of previous experience." It can be observed only indirectly through the changes which it brings in the individual's ways of responding. There is no learning unless there is change. Our goal then, as a result of this conference, is to join forces in individual and group effort for learning, growth, and wholesome change - so that we may keep pace in the space age.





UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

Address Reply to  
CHIEF, FOREST SERVICE  
and Refer to



WASHINGTON 23, D. C.

K  
SUPERVISION  
(Classification Officer's Conference)

April 9, 1958

P.M. No. 58-43

REPLIES DUE MAY 1, 1958

Regional Foresters  
and Directors

Dear Sir:

A Service-wide Classification Officers' conference for November 17-21 in Washington, D. C. is scheduled in the Chief's Annual Plan of Work. The last conference of this type was held in the spring of 1955.

"Keeping Pace in the Space Age" - coined by John W. Macy, Jr. - is suggested as the theme of this conference. Several current and significant issues offer promise as challenging conference topics. Open-minded appraisal of evolving techniques and approaches is necessary, if today's classification program is to achieve usefulness to management and yet retain soundness of content. Adjustments in classification program emphasis and timing may be required to meet current needs for obtaining better understanding of the classification program by operating officials, for continuous program evaluation, for participation at local level in developmental studies of occupational and standards problems - and for career planning for classifiers, in order to select, train, and keep a high quality of well-rounded specialists in this work.

This is your conference. For advanced planning, we need specific expression of your needs and desires concerning objectives of the conference, - who should attend, range of topics, and type of conference sessions.

Our enclosed check list of suggested topics will enable you to indicate priority of preferences and to write in other suggestions which may be of equal or greater interest to you. "Write-ins" are encouraged under all sections of the check list.

If your replies reach us by May 1, definite programming of topical responsibilities can be arranged in sufficient time to allow all participants adequate planning time.

Very truly yours,

Enclosure

A handwritten signature in dark ink, appearing to read "L M Correll".

L. M. CORRELL, Director



PREFERENCES CONCERNING ADVANCED PLANNING  
FOR THE CHIEF'S CONFERENCE OF CLASSIFICATION OFFICERS  
NOVEMBER 17-21, 1958, WASHINGTON, D. C.

1. SUGGESTED LIST OF TOPICS TO BE CONSIDERED.

Please write below any additional topics that seem equally important or more important to you. Then number all topics in the order of priority for your needs.

a. On matters of program:

- ( ) The place of classification in today's management - Are we working with Operation and line officials to assure that sound organization planning precedes requests for classification action?
- ( ) Good management through current and accurate classifications - How well are we integrating Whitten Review with annual survey plans or supervisory reviews?
- ( ) Programming classification work for the year - Are we achieving balance by scheduling developmental work and surveys as well as day to day actions?
- ( ) Career plans for classifiers - Are we planning the selection, development, evaluation, and retention of top-quality classification staffs?
- ( ) Executive development for chiefs of classification - It starts at home! Have you a training plan?
- ( ) Organization relationships, communication, and productivity - Are we organized internally for maximum productivity and morale? Are we communicating what we mean to communicate? Are our procedures streamlined, our requirements of others clear cut, and our proposals direct and meaningful?
- ( ) Getting people to accept responsibility and take action - A challenge! Are we practicing and promoting the problem-solving approach?
- ( ) Program evaluation - Are we doing something about what we find, correcting weaknesses in our programs, and publicizing successful experiences for the benefit of others?
- ( ) CSC Post-Audit Program - Are we using the review to make a friend for the agency, interpreting the results, growing from the experiences? Are we taking advantage of the contact and educational potentials?

(Over)

( ) YOUR SUGGESTIONS OF SUBJECTS REGARDING PROGRAM.

( )

( )

( )

b. On classification techniques:

( ) Implementation of the GS-460-0 standards, Parts 1 and 11 - What plans, problems, or interpretations need examination?

( ) Participating in standards development: Everyone's in the act! Roles of CSC, Department, agency, and field staffs in this tremendous program.

( ) Status of standards projects under way and scheduled for the coming year - How fully are our needs being met?

( ) Criteria for better position descriptions - If we can judge their adequacy, can we not establish norms for acceptability?

( ) Specialized classification aids for less time-consuming processes and better technical products - Can we use or adapt special question lists, position description amendments, work breakdown check lists, statements of differences, evaluation charts, occupational guides, forms for post-audit review of position descriptions, or other short-cut approaches?

( ) Asking for or giving classification advice - Can we achieve results through sharpened techniques?

( ) Industrial and psychological research developments in job analysis, job evaluation, and human relations responsibilities of classifiers - Can we apply these to our current problems and objectives?

( ) Evaluating mixed positions, managerial positions, and administrative positions - Are better criteria available than those now used?

( ) Pay problems - Are we facing them squarely and not confusing them with evaluation matters?

( ) Developing informational and training material for line supervisors - Can we help Forest Officers to understand more about what we do, what we need from them, and how we may work together?

( ) Evaluating Technicians and Electronic Data Processing System positions - the "new look". What effect do new standards have on Forest Service personnel and job structures?

- ( ) Evaluating Personnel Officer, Management Analyst, and Budget Officer positions - What can we learn from analysis of the standards and interpretations for FS positions?
- ( ) Navy's factor-evaluation charts, Army's factor comparison system, other agency tools - Are we making maximum use of such techniques?
- ( ) Your suggestions:
- ( )

c. The future:

- ( ) Our future in wage administration and pay - Will the Government set the pace or "follow the leader"? What are our stakes?
- ( ) Improving the system through legislation - What do we need to propose?
- ( ) New occupational areas and problems - What do we need to anticipate in programming for classification guides and career and job relationships?
- ( ) Your suggestions.
- ( )
- ( )

2. WHO SHOULD ATTEND?

- ( ) Should all individuals who have classification authority be invited to attend?
- ( ) Or should only those who have been designated as the Classification Delegate for their respective areas?

3. ON WHAT TOPICS DO YOU WISH TO WORK?

List four or more preferences.

- ( )
- ( )
- ( )
- ( )
- ( )



## 4. WHAT KIND OF MEETING IS PREFERRED?

- ☐ Talks by subject matter specialists
- ☐ Panels
- ☐ "Role-Playing"
- ☐ Concurrent sessions
- ☐ Work groups and committees
- ☐ Case studies
- ☐ Other (Write in your suggestions)

## 5. OTHER COMMENTS

Appendix 2

UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

3084

Address Reply to  
CHIEF, FOREST SERVICE  
and Refer to



WASHINGTON 25, D. C.

K  
SUPERVISION  
(Classification Officers'  
Conference)

September 18, 1958

P.M. No. 58-43, Supplement 1

REPLY DUE OCTOBER 20, 1958

AIR MAIL TO WEST

Regional Foresters  
and Directors (also AL and TR)

Dear Sir:

This announces the agenda and related advance requirements for the Chief's Conference of Classification Officers, to be held in Washington, D. C. from November 17 through 22, inclusive. This is a professional meeting of our top-level classification managers.

Theme: Keeping Pace in the Space Age - through Open-Minded Appraisal of Evolving Issues, Approaches, and Techniques.

Objectives: To apply the vision, knowledge, and experience of our various classification officers in (1) examining certain classification and wage issues and problems which have been selected by the field as most critical, (2) appraising their impact upon the programs for which each participant is responsible, (3) weighing approaches and techniques for solving these problems and meeting these issues, and (4) arriving at specific plans of action for sound and useful classification and wage programs.

Method: Planned presentations by designated work groups will be the major method used for the conference. Additional conference devices, including panels, case studies drawn from field situations, visual aids, and talks by specialists may be used as required by the work group assigned responsibility for each major topic. By this plan, full participation in development, presentation, and discussions will be possible for all of our classification officers.

(over)

Participants:

One individual from each Region and each Station is invited to participate in this conference. This person should be the Classification Officer - the person on whom the Regional Forester or the Station Director depends to represent top management in the conduct of the classification and wage program.

Careful thought has been given to the request of some regions and stations that a second classifier, or even all technical classification personnel, be invited to attend. One reason for not granting this request is that our physical facilities are not such that a group consisting of all field classifiers could be accommodated for the planned full-group conference sessions. More importantly, the major objectives of this conference can be achieved best if the nature of the conference remains that of key individuals authorized and prepared to make program plans and decisions.

Other objectives and methods would be required for general classification technicians' meetings. Conferences currently being planned to meet such needs are (1) a "Classification Appreciation Conference" for certain Administrative Officers who are inexperienced in technical classification and wage work, (2) area conferences of all classification technicians to discuss problems of special regional importance, and (3) our recently introduced Washington Office courses for intensive development of position classifiers under an intern-type plan, the second of which is scheduled for early spring, 1959. Plans for these conferences will be outlined in later circulars.

TimingPlans:

Six full days of conferences are planned, with a closing banquet on the evening of the twenty-second. Each day will consist of a presentation, by a work group, of one major topic, built around the basic objectives of the conference. These major sessions are scheduled for approximately two-thirds of the day, with appropriate fatigue-breaks.

In addition, a special daily feature will consist of small-group discussions of the topic of the day, to be followed by a summary, in full conference, of the action to be undertaken as a result of the day's deliberations. Small group evaluations may be directed also to such matters as (1) appropriateness of subject matter covered in the presentation, (2) use-value of discussions from the floor, (3) interest appeal of the presentation, and (4) degree of group participation in the topic.

The entire presentation on one topic is to be under the direction of the chairman of the particular work group assigned that major topic.

### Conference

#### Topics:

Major topics chosen are based on your selections as indicated in your replies to P.M. 58-43.

(In the following summaries of the scope of each conference topic, the objective expresses the purpose of that particular topic, in relation to the over-all objectives of the conference, as stated at the beginning of this letter. Considerations under each topic refer to areas of this subject which the work group will probably need to explore, in its study of the topic. These considerations are suggestive, rather than limiting on your study. Suggested References under each topic are also provided as basic source materials from which each work group will move to more specific or different source data.)

### TOPIC I. HOW VALID ARE PRESENTLY USED CRITERIA FOR AN EFFECTIVE CLASSIFICATION PROGRAM?

#### Objective:

To select, from existing criteria, those which will contribute to a sound and useful classification program in today's framework, and to identify specific indicators of such criteria in meeting current program needs.

#### Considerations:

Essential elements of classification policy, program, and practices - Confidence and cooperation of management - Currency and appropriateness of position descriptions - Accuracy of allocations - Promptness of classification services - System for keeping allocations current - Understanding and acceptance by operating supervisors of the classification program - Impact of increasing delegations of authority and responsibility to operating levels.

#### Suggested

#### References:

Federal Personnel Manual, Chapters A-4 and P-2; Civil Service Commission pamphlet, Evaluating Your Personnel Management; Forest Service Handbook and Manual, Classification portions; Department Regulations; Correlated Standards; Letters of Delegation; CSC Audit Reports.



## TOPIC II. WHAT IS THE PLACE OF CLASSIFICATION IN THE MANAGEMENT OF THE FOREST SERVICE:

Objective: To consider what the Forest Service expects of position classification and how these expectations may be realized by programming, staffing, and improved work relationships, continued training and advice to management, and improved classifier attitudes and approaches.

Considerations: Degree to which classification advice is or is not sought by top-level supervisors and staff groups prior to the making of major decisions having classification significance - Work relationships of classification offices with top management, other personnel and administrative programs, operating supervisors and employees, and CSC - Ethics attitudes, and work goals of classifiers in relation to today's needs - Developing training and appreciation guides for use in work with operating supervisors - Proportion of emphasis on classification participation in long-range developmental work, standards, long-range planning - Classification need for advance program information - Unloading the "editing and rewrite" functions which some classifiers may have assumed - Inspiring confidence and respect of operating supervisors.

Suggested References: Program plans for individual classification offices; Current program plans, procedures, guides; work records of past year to indicate what advice and assistance has been done in relation to records of "post-mortem" classification.

NOTE: L. M. Correll, Chief, Personnel, Forest Service, will highlight Personnel Management goals as a framework for conference discussions.

## TOPIC III. HOW MAY POSITION DESCRIPTION CONTENT BE IMPROVED, AND UNNECESSARY PAPER WORK IN THE CLASSIFICATION PROCESS BE DECREASED?

Objective: To arrive at sound and practical criteria for the adequacy of position descriptions, and to assess Forest Service needs and plans for special classification aids and modernized fact-finding techniques.



Considerations:

Appropriateness of elements used in describing positions under Standard Form 75A requirements - Consistency within Forest Service in interpretation of "New and different" concept, "Major duties" concept - Special SF75A intent - Position description devices and related fact-finding aids: Position description amendments, statements of differences, reference to related organization of program data, multiple descriptions, special question lists, classification check lists - Analysis of responses to Washington Office inquiry on means of reducing unnecessary "paper work" in the classification process.

Suggested References:

CSC Introduction to classification standards; Writing position descriptions; CSC Departmental Circular No. 954, P.M. No. 58-79; Forest Service Handbook and Manual references on position descriptions; Federal Personnel Manual, Chapter P-2.

#### TOPIC IV. ARE WE USING THE BEST AVAILABLE APPROACHES TO EVALUATING POSITIONS?

Objective:

To assess the potential of current job evaluation methods and standards-approaches in meeting today's position classification needs in the Forest Service,

Considerations:

Present evaluation practices, advantages and disadvantages - Assessment of potential and actual management uses of which classification standards may be put - Participation by field classifiers and operating officials in development of standards - Potential Forest Service use of evaluation methods developed by other agencies - Needs for Forest Service supplemental standards and extensions of published standards.

Suggested References:

Federal Personnel Manual, Chapter P-2; CSC Position Classification Standards; Official and Proposed Standards and Guides for Administrative Officer, professional Forestry Series, Forestry and Fire Control Technicians, and other problem series; Navy and Army Factor Evaluation Systems, Of Job Evaluation.

TOPIC V. WHAT CLASSIFICATION AND PAY PROBLEMS SPECIFIC TO REGIONS AND STATIONS ARE MOST URGENT IN MEETING TODAY'S CHALLENGE:

Objective: To secure, in advance of the conference, a list of specific classification and pay problems considered by each region and station to be sufficiently urgent to require discussion before the conference and attempted solution; to group and organize such questions and direct them to the appropriate person to provide a solution; and, to propose these problems to the conference for solution, by more orderly manner than would be possible with extemporaneous presentations of problems at random.

Considerations: Self-examination by each region and station, to identify most pressing and urgent classification and wage problems requiring conference attention - Working of the problem, situation, possible alternatives, type of conference action or response needed - Washington Office field relationships, region-field relationships, station relationships; agency-CSC relationships, Forest Service-other agency relationships - Pressure situations - Opportunities, challenges, unsolved problems facing the individual field office.

Suggested References: Local classification and correspondence files; policy issuances at all organization levels; significant illustrative cases from Washington Office-field correspondence, etc.

NOTE: Dr. C. Mansel Keene, dynamic speaker and Chief, Standards Division, U. S. Civil Service Commission has accepted our invitation to speak on this subject, in addition to the work group's study.

TOPIC VI. CLASSIFICATION AND WAGE ADMINISTRATION AT THE CROSS-ROADS; EVALUATION AND FORMULATION OF AN ACTION PROGRAM

Objective: To review the conference experience; to identify areas where agreement has been reached that definite action, re-structuring of goals, or further study are indicated; and to lay out a forward-looking program of action for classification and wage administration in the Forest Service.

Considerations:

Criteria for an effective classification and wage program - Strong and weak aspects of present Forest Service classification and wage programs - Areas where improvement is imperative - Programming for action.

SuggestedReferences:

Local Plans of Work and Reports to Management; CSC Post-Audit and Inspection Reports and Forest Service Personnel Management Inspection Results; Internal Audit Reports affecting classification programs; turn-over record of classification personnel.

Work-GroupMembership:

Each of six work groups will be responsible for one of the six major topics of the conference. To the maximum extent possible, each person has been assigned to work with the topics in which he has expressed major interest. Each group consists of a chairman who is a field classification officer, together with representatives of two or more other regions or stations, and a Washington Office adviser, (See attached Agenda)

Work Groups:

<u>Work Group Number</u>	<u>Chairman</u>	<u>Washington Office Adviser</u>	<u>Other Members</u>
I	Mr. Bradley	Mrs. Rasmussen	R-2, R-10 SS, NE
II	Mr. George	Mr. Salzman	R-4, R-6 FPL
III	Mr. Harris	Miss Vaughan	R-3, R-7 R-8
IV	Mr. Tracy	Mr. Logan	R-1, R-3 CAL
V-A	Mr. West	Mrs. Rasmussen Mr. Shull	R-2, R-5 R-7 & R-9
V-B	Mr. Bacon	Mrs. Rasmussen Mr. Shull	R-9 INT, SE
VI	Mr. Hinkelman	Mrs. Rasmussen Mr. Shull	All work group chairmen

Advance Plann-  
ing by Work-  
groups

Upon receipt of this circular, all members of each work group should correspond directly with each other for the duration of this project, as required, without regard to normal correspondence channels.

Washington Office coordination will be assured through the continuing contact of the Washington Office adviser of each work group with the chairman of the work group to which he is assigned. Each work group chairman will coordinate the advance planning activities within his work group by assuming responsibility, with the members of the group, for the following:

- a. Prior to the conference, study the topic assigned, determine the direction of the group's interest in the topic.
- b. Gather, analyze, and summarize whatever data, reports, or examples are required for your conference presentation.
- c. Prepare a full written outline of the work-group's presentation, including charts, bibliographies, hand-out materials, or other exhibits to point up the topic.
- d. Work out the manner, degree, and order of participation of the various members of the group, providing for a recorder, materials coordination, and final preparation of the work group's report.

Some groups will wish to have the chairman discuss the objectives and general significance of the topic, introduce group members who may present certain findings or portions of the topics and summarize the work-group's participation. Others may wish to work more formally in a panel, and one or two may wish to recommend use of one speaker with the chairman leading the discussion and performing the summarizing.

- e. Arrange through your Washington Office adviser, in writing, at least two weeks before the conference for visual aid equipment and related materials or services. Consider the potential of the Vu-Graph as a visual aid - it will be available for these conferences.



See your training officer. Slides can be easily prepared on transparent plastic, using Vu-graph wick pencils. Your slide content should not exceed 9" x 9" to accommodate the W. O. projector.

- f. We urge that each group plan to arrive in Washington during the middle of the week before the conference, and use hotel facilities for group preparation of conference presentations.

Requirements for  
Presenting Work  
Group Topics at  
the Conference:

Basic requirements, to assure success of the conference, include these:

- a. Each presentation should be carefully planned, logically organized, and outlined in writing to avoid omissions and overlappings in the coverage of the material. Make full use of visual aids and summarizations.
- b. Subject matter should be clear, specific, and to the point - generalizations of known information should be avoided.
- c. Topics should be presented pointed to the interests of the entire conference group. Individual problems of concern to only one unit should be reserved for discussions on more appropriate occasions.
- d. Each work group should provide for 30 minutes or more for questions, comments from the floor, and summarizations.
- e. All participants should come to the conference with an awareness of the responsibility of each individual for working productively in a group by contributing ideas, cooperation, and a receptive frame of mind to all sessions of the conference. Research has shown that the situation of acceptance and communication which the group creates, in relation to the leader, has as great an effect on the success of conference leadership as do the particular leadership qualities of the individual.



- f. Final reports of findings, recommendations, and action to be undertaken as a result of the work group presentation, are to be completed and left in this office before field representatives leave Washington,

Conference  
Leadership  
Techniques:

Each work group chairman should review current references on successful conference leadership and apply these techniques in his leadership of his work group. In addition he should encourage participation by all group members at all stages.

Hotel Reservations:

If you wish this office to make hotel reservations, please notify us promptly.

Additional  
Assistance  
Available:

The second copy of this circular should be sent to the local training officer, who will be able to provide assistance on approaches to your plans for the conference. In addition, the resources of Personnel Management Division will be available to assist in your plans upon request.

Status Reports:

Each work group chairman should provide this office with a status report of his work group's activities and plans, no later than October 20.

Very truly yours,

*Clare Hendee*

CLARE HENDEE  
Assistant Chief

Attachment

cc: W. O. Staff

USDA FOREST SERVICE  
CHIEF'S CONFERENCE OF CLASSIFICATION OFFICERS

TENTATIVE

TIME: November 17 -22, 1958, 9:00 A.M. to 5:30 P.M., unless otherwise specified.

PLACE: Chief's Conference Room, Room 3106, South Building, Independence Avenue and 12th Street SW, unless otherwise specified.

THEME: Keeping Pace in the Space Age - through Open-Minded Appraisal of Evolving Issues, Approaches, and Techniques.

<u>Day</u>	<u>Time</u>	<u>Topic</u>	<u>Chairman</u>	<u>W. O. Advisers</u>	<u>Members</u>
Monday Nov. 17	*9:00	ORIENTATION TO THE CONFERENCE GREETINGS FROM THE CHIEF	Mr. Hinkelman Dr. McArdle		
	10:00	I. HOW VALID ARE PRESENTLY-USED CRITERIA FOR AN EFFECTIVE CLASSIFICATION AND WAGE PROGRAM?	Mr. Bradley	Mrs. Rasmussen	Mr. Neveln R-2 Mr. Bain NE Mr. Mooney SS Representative, R-10
	12:00	Lunch			
	1:00	(Work Group Topic Continued)			
	4:00	Small-Group Evaluation Conferences Of Work Group Topic			
	4:30	Report And Discussion Of Small Group Evaluation			
	5:30	Adjourn			

\* Ten minute breaks not shown - to be taken at discretion of chairman

<u>Day</u>	<u>Time</u>	<u>Topic</u>	<u>Chairman</u>	<u>W.O. Advisers</u>	<u>Members</u>
Tuesday Nov. 18	9:00	II. WHAT IS THE PLACE OF CLASSIFICATION IN THE MANAGEMENT OF THE FOREST SERVICE?	Mr. George R-1	Mr. Salzman	Mr. West R-4 Mr. Harris R-6 Representative- FPL
		Looking Ahead In Personnel Management-L. M. Correll, Chief, P.M.			
	10:00	Work Group			
	12:00	Lunch			
	1:00	(Work Group Topic Continued)			
	4:00	Small Group Evaluation Conferences			
	4:30	Report And Discussion Of Small Group Evaluations			
	5:30	Adjourn			
Wednesday Nov. 19	9:00	III. HOW MAY POSITION DESCRIPTION CONTENT BE IMPROVED, AND UNNECESSARY PAPER WORK IN THE CLASSIFICATION PROCESS BE DECREASED?	Mr. Harris	Miss Vaughan	Mr. Goodell R-3 Representative R-7 Mr. Bradley R-8
	12:00	Lunch			
	1:00	(Work Group Topic Continued)			
	4:00	Small Group Evaluation Conferences			
	4:30	Report And Discussion Of Small Group Evaluations			
	5:30	Adjourn			

<u>Day</u>	<u>Time</u>	<u>Topic</u>	<u>Chairman</u>	<u>W.O. Advisers</u>	<u>Members</u>
Thursday Nov. 20	9:00	IV. ARE WE USING THE BEST AVAILABLE APPROACHES TO EVALUATING POSITIONS?	Mr. Tracy R-5	Mr. Logan	Mr. George R-1 Mr. Goodell R-3 Mr. Bacon CAL
	12:00	Lunch			
	1:00	(Work Group Topic Continued)			
	4:00	Small Group Evaluation Conferences			
	5:00	Questions			
	5:30	Adjourn			
Friday Nov. 21	9:00	V. WHAT CLASSIFICATION AND PAY PROBLEMS SPECIFIC TO REGIONS AND STATIONS ARE MOST URGENT IN MEETING TODAY'S CHALLENGE? A. REGIONS	Mr. West R-4	Mrs. Rasmussen, Classification Mr. Shull S & W	Mr. Neveln R-2 Mr. Tracy R-5 Mr. Halvorson R-9 Representative R-7
	11:00	Classification Standards And Evaluation Techniques In A Space Age - Dr. C. Mansel Keene, Chief, Standards, US CSC	Mr. Correll		
	12:00	Lunch			
	1:00	B. STATIONS	Mr. Bacon CAL	Mrs. Rasmussen Classification Mr. Shull S & W	Mr. Halvorson R-9 Mr. Mann INT Representative SE
	4:00	Small Group Evaluation Conferences			

<u>Day</u>	<u>Time</u>	<u>Topic</u>	<u>Chairman</u>	<u>W.O. Advisers</u>	<u>Members</u>
Friday Nov. 21	4:30	Report And Discussion Of Small Group Evaluations			
	5:30	Adjourn			
Saturday Nov. 22	9:00	ALL WORK GROUPS WORKING ON FINALIZING OF REPORTS, RECOMMENDATIONS, AND CONCLUSIONS		Miss Martin	
	12:00	Lunch			
	1:00	VI. CLASSIFICATION AND WAGE ADMINIS- TRATION AT THE CROSS-ROADS: EVALUATION AND FORMULATION OF AN ACTION PROGRAM	Mr. Hinkelman	Mrs. Rasmussen Mr. Shull	All Chairmen Work-Groups
	4:00	Evaluation Of Conference Summarization			
	6:30	Banquet			





